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Based on information gathered in 1965 and 1966 for the United States Office of Education, this study of adult education in the United States begins with a definition of terms and of underlying educational philosophy, then reviews the history of American adult education, current patterns of participation, the adult education profession (including research and the training of adult educators), the nature and scope of Federal activities and policies, the present state of adult education activities by the mass media and other non-Federal groups and institutions, and areas of concern in the changing field of adult education. Recommendations for action are set forth in such areas as data reporting, research design, information dissemination, innovation and experimentation, interagency cooperation and program coordination within the Federal government, and the recruitment, development, and training of qualified personnel. (The document includes tables and chapter references.) (ly)

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RESEARCH REPORTS

A STUDY OF ADULT EDUCATION IN THE UNITED STATES

A. A. LIVERIGHT

CENTER *for the* **STUDY OF LIBERAL EDUCATION FOR ADULTS**
at Boston University

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A STUDY OF ADULT EDUCATION IN THE UNITED STATES

A. A. LIVERIGHT
Director, Center for the Study of Liberal Education for Adults at Boston University

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THE CENTER *for the* STUDY OF LIBERAL EDUCATION FOR ADULTS was established in 1951 by a grant from the Fund for Adult Education to work with universities seeking to initiate or improve programs of liberal education for adults. In 1964 CSLEA affiliated with Boston University. The purpose of the Center is to help American higher education institutions develop greater effectiveness and a deeper sense of responsibility for the liberal education of adults.

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AUTHOR'S NOTE

We are grateful to the U. S. Office of Education for permission to proceed with the publication of this study. Shortly after it was completed, the U. S. Office made plans for its publication as a government document. A professional editor was employed by the U. S. Office who made some important changes in style and who did an excellent job of eliminating excess verbiage. The editor did not, in any way, change the substance nor the recommendations. This publication is based on this edited manuscript. As a result of budgetary cuts and the freezing of Federal funds in 1967, the U. S. Office of Education delayed publication of the study indefinitely. It was at this point that CSLEA agreed to proceed with publication and distribution of the report.

We are also grateful to the Adult Education Association of the U.S.A. which agreed to co-sponsor the publication and which has made publication possible at this time by the purchase of a substantial number of copies of the publication.

Readers of the study are cautioned to bear in mind that the study was undertaken and the report written in 1965 and 1966. It is important to recall therefore that such words and phrases as "now," "current," and "at this time" refer to 1966, not to 1968. Where possible, footnotes have been added to up-date some of the comments and data.

A brief postscript is included at the end of this publication in an effort to evaluate the extent to which the analysis of the field, the statement of problems, and the recommendations made in 1966 still apply in 1968.

A. A. L.

PREFACE

The invitation of the U. S. Commissioner of Education to A. A. Liveright was perhaps the most unique of all opportunities available to an American adult educator in the 1960's. It was an invitation to look at adult education programs in American society, set a focus on unmet needs, and recommend appropriate action by the Federal Government. The report which follows is Dr. Liveright's response to this invitation. If you care about the future of American society; if you care about responsible educational planning; if you care about rational courses of action by governmental agencies; if you care about a harmonious confluence of adult education effort, then you will care about the fact of the invitation and this publication of Dr. Liveright's response. All of us who thus care are of course the deepest of debtors to the U. S. Office of Education for making the report available for publication.

Students of the report are expected to ask the usual questions on procedures and scope. If you had Dr. Liveright's opportunity, what would you have done? Would you have thought the same issues significant? Would you have sought information from the same sources? In the same way? If you had found the same facts—or lack of facts—would you have reached the same conclusions? Derived the same recommendations?

To answer the questions, one must perforce read the report. However, regardless of your answer, one prediction seems riskless: You will leave your study of the report with a deep and compelling sense of the urgent requirement for continuing education lately come to men everywhere but most especially to the peoples of the open societies. Dr. Liveright reminds us once again with great clarity and conviction that the freedom to learn is basic to all other freedoms. To the extent that the freedom to learn is compromised, crippled, or constrained, all other freedoms are eroded and lost. The freedom to learn is compromised by those who decide what is good and proper for others; it is crippled by a system which leaves a man to learn alone after he drops out or graduates; it is constrained by the notion that adults can pay for their further education if they want it, so let them.

The report lays much additional responsibility on the Federal Government to strengthen the freedom to learn and to give men a vastly improved opportunity for its exercise. It leaves no doubt that the benefits accrue to the common welfare and hence the cost should be commonly borne. In a sense, this is the gist of the report's instructive nature. As such, it moves us a giant stride toward a new public philosophy of adult education as a means to a better society and perhaps even to the good life.

Dr. Thurman J. White
Dean of the College of Continuing Education
University of Oklahoma

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INTRODUCTION

SCOPE AND METHODOLOGY; DEFINITION OF TERMS; UNDERLYING PHILOSOPHY

Social and economic trends clearly underline the need for continuing education. Rapid and continuing changes in technology require workers to prepare for several different kinds of jobs during their work-lives. Scientists must continually return to school to keep up with the "new knowledge," and laymen must have understanding of new research developments affecting their lives. The complex of domestic and international problems and the ambiguities in our political and civic affairs call for more facts and information, a re-examination of values, and a greater understanding of current issues if sound decisions are to be made. Continuing education has become essential for social and political progress and personal well-being.

Recent studies provide evidence that part of the continuing education need is being met, although on an unplanned, disorganized, and uneven basis. Conservative estimates suggest that at least 25,000,000 persons now participate in various kinds of conscious and planned adult education programs—in groups or through individual study.

This study reveals that every Federal department and agency carries on adult and continuing education programs. Federal expenditures for such activities are now between $1.5 and $2.0 billion annually.

There has never been so much activity and interest in adult education. The President of the United States has placed himself squarely behind a program for new and increasing activity by institutions of higher education in extension and continuing education. Through recent legislation, Congress has demanded that more effective programs of continuing education be mounted and more effectively coordinated. The 89th Congress provided more funds for a wider variety of adult and continuing education than any previous Congress.

Key administrators of the Department of Health, Education, and Welfare and its U. S. Office of Education today are seeking more active Federal participation in adult education and are moving aggressively and imaginatively in the field. The national climate is more favorable than ever for the development of a sound and imaginative nation-wide program of adult education.

ORIGIN AND TARGET OF STUDY

This study of adult education in the United States was undertaken in 1965 at the request of Francis Keppel, then U. S. Commissioner of Education. It was financed by a special Consultant Grant from the U. S. Office of Education to the Center for the Study of Liberal Education for Adults at Boston University.

During initial discussion, Mr. Keppel stated that he believes adult education is one of the fastest growing and most important areas in U. S. education, although it is little known or understood. The Commissioner called for a study to determine:

Social and economic trends affecting adult education;
The impact of such trends;
What the Federal Government is doing;
What non-Federal agencies are doing;
The role of the U. S. Office of Education.

This study attempts to find at least partial answers and to make specific suggestions for dealing with the problems identified.

The prime audience for this report is the United States Commissioner [of the U. S. Office] of Education and his staff, the Inter-Agency Committee on Education, and the National Advisory Council established under Title I of the Higher Education Act of 1965 as well as a limited number of professional adult educators in the United States.

No official endorsement of this report by the U. S. Office of Education is intended or should be inferred.

SCOPE AND METHODOLOGY

The scope and nature of the study were defined by the author in cooperation with the U. S. Office of Education and through conversations with consultants and some twenty other persons involved in reviewing and commenting upon the recommendations.

"Working Papers" on various aspects of the study were prepared by specialists in the field of adult education.

Mrs. John Kramer carried out the special study of Federal Department and Agency Adult Education programs included in Chapter III.

Special letters were sent to more than fifty persons in industry, labor, and voluntary organizations in an effort to obtain data and figures on nongovernmental adult education programs.

A letter was also sent to more than fifty past presidents of adult education associations, as well as to members of the Commission of Professors of Adult Education. Another letter was sent to some forty leaders in education, industry, labor, and the arts asking their views of directions in adult education.

Members of the professional staff of the Center for the Study of Liberal Education for Adults have been generous with suggestions, reactions, and criticisms at various stages in the development and writing of the report.

Finally, more than seventy individuals from all parts of the country who have a variety of experience and various interests in adult education were interviewed.

The report attempts to reflect the thinking of those involved and of material studied; but, of course, the final report is strained through the experience and background—and the prejudicies—of the author who alone is responsible for the contents of this report. Recommendations have been checked with the consultants, and many have been changed accordingly.

DEFINITION OF TERMS

No one definition of adult education has yet gained general acceptance. There is, however, considerable similarity in definitions used by John Johnstone in the National Opinion Research Center study, Volunteers for Learning; Malcolm Knowles in his book, The Adult Education Movement in the United States; and Coolie Verner in his chapter on definitions and terms in Adult Education: Outline of an Emerging Field. Based on these three definitions, the following is used for purposes of this report:

> Adult Education is a process through which persons no longer attending school on a regular, full-time basis undertake activities with the conscious intention of bringing about changes in informa-

tion, knowledge, understanding, skills, appreciation, and attitudes; or to identify and solve personal or community problems.

This report uses the terms "adult education" and "continuing education" interchangeably, since "continuing education" is becoming the more generally accepted and approved term. Because of past connotations, "adult education" still implies remedial, Americanization, and citizenship education to many people. Because "continuing education" is less value-loaded and has the broader connotation of life-long learning, it may ultimately replace "adult education."

Having defined adult education, it is also necessary to suggest additional terms permitting differentiation among various kinds of adult education. For the purpose of this report, adult education is viewed in the context of the life roles of adults. Based upon definitions of Robert Havighurst and his colleagues, four major roles have been selected. These areas are similar to the four Objectives of Education defined by the Educational Policies Commission of the NEA in 1947.

The following are the areas of adult education used in this report; the corresponding terms used in the Educational Policies Commission's statement of objectives are shown in the parentheses:

1. Education for Occupational, Vocational, and Professional Competence (Economic Efficiency)

This includes a new worker's preparation for entry into the labor market, education or retraining for a shift in occupations, and continuing education for occupational or professional competence or upgrading. It also includes basic and literacy education as a prerequisite for employment or skill training.

2. Education for Personal or Family Competence (Human Relationships)

This includes education for the individual's role as parent, spouse, and homemaker, and education related to his mental and physical health.

3. Education for Social and Civic Competence (Civic Responsibility)

This covers the individual's role as a responsible citizen, together with his role as a member of formal and informal organizations.

4. Education for Self-Realization

This includes education for leisure and retirement, and fulfillment of a person's potential as an individual; i.e., "education for its own sake."

PHILOSOPHY AND UNDERLYING PRINCIPLES

The basic philosophy and principles guiding this report are chiefly those of the author. They are: Every person must be offered an opportunity to develop fully his unique capabilities as an individual, family member, worker, and citizen to preserve and strengthen the free society. Government must not force such development but is responsible for making available on a continuing and lifelong basis the educational activities and programs needed to encourage such development.

The following guidelines for a national continuing education program are based upon this statement of basic philosophy:

1. Education must be planned, organized, and offered on a lifelong basis.

Adult and continuing education can no longer be provided only as an appendage to elementary and higher education. It must become an essential component of the educational system. Educational planning and operation must recognize that the continuing education of the parent is as important as the education of the child. Students at all levels must be provided with skills in "learning to learn" to stimulate curiosity so they may continue their education throughout their lives.

2. A national adult and continuing education program should be concerned with education that will assist adults to improve competence as workers, family members, self-renewing individuals, and responsible citizens, as well as with remedial and "second chance" education.

Adult education tends to concentrate programs upon occupational and professional education stressing "man as worker." Examination indicates that programs for family, personal, civic, and social development and self-realization are far less prevalent.

3. Adult education should be relevant to the needs and interests of all segments of society, and within their economic means.

At present those participating in adult education programs are chiefly from the middle and upper income classes. Workers in changing occupations and the disadvantaged have small interest in existing adult education programs. The current belief that society must provide public education for youth but that adults should pay for continuing education must be overcome. The welfare of the individual and that of the State depend as much upon continuing education as upon the education of children. Moreover, effective education of children depends largely upon parental attitudes and education. Education is a sound social and economic investment responsible for an ever greater part of the Gross National Product. For sound economic and social reasons, continuing education must be made more relevant to the needs of lower income groups, and made available upon a basis they can afford.

4. Institutions and programs of adult education should be readily accessible everywhere to adults in all walks of life.

Traditional education institutions now place a low priority upon adult education, which they generally consider peripheral. Facilities and teachers provided are primarily intended for the education of youth. The many programs for adults are generally not identified. Few institutions or information facilities are identified as the locus for adult education. The development of institutions and branches of present institutions must be given priority for adult education purposes.

5. Continuing education must be encouraged with broad social support, and with rewards, incentives, and recognition for participants.

Sabbaticals and long vacations for continuing education purposes should be encouraged, particularly for those least likely to participate otherwise. Formal recognition for participation is required and, possibly, some kinds of financial and tax abatement incentives. Participation in continuing education should be as much encouraged and rewarded as participation in preparatory education.

6. The Federal Government, specifically the U. S. Office of Education, must provide greater leadership in developing a national program of adult education and in developing national goals, and it must provide greater assistance to institutions in implementing programs.

Handicapped by staff and fund limitations, the U. S. Office of Education has, in the past, offered little leadership and stimulation to adult education. The Office of Education must undertake a major commitment and secure funds and personnel to carry out that commitment if a program of sufficient magnitude and quality is to be developed.

CHAPTER I

SOCIAL, ECONOMIC, AND TECHNOLOGICAL TRENDS IN THE UNITED STATES

This chapter examines social, economic, and technological trends and their implications for education—especially adult education.

Two working papers prepared for this report—one by Robert J. Blakely and one by Noreen Haygood—provided background. A working paper by Donald Michael, Resident Fellow of the Institute for Policy Studies in Washington, D. C., is referred to frequently.

IDENTIFICATION OF TRENDS AND DIRECTIONS

Demographic Trends

1. The population explosion will continue. There will be 230 million people in the U. S. by 1975, 250 million by 1980. At the present rate of population increase (2 per cent), world population will double in 35 years.

Implication: Enormous pressures for more schools, teachers, and money for education.

2. There will be more younger and more older people. At present, about 50 per cent of our population is under 25 and over 65. By 1980, 50 per cent of the population will be under 21 and over 65; and by 1970, the population over age 65 will increase at least 50 per cent.

Implication: Because most of these younger and older people will not be at "work," their need for educational, cultural, and recreational opportunities will be relatively greater.

3. People will move more frequently. Some 20 per cent of the U. S. population moves every year. This mobility has increased greatly during the past few decades and will probably continue at an accelerated rate.

Implication: Need for easy school transfers and for communities to adapt their institutions and services to the needs of a mobile population.

4. People will continue to move to metropolitan areas. In 1940, 50 per cent of the U. S. population was urban; in 1960, 70 per cent; and by 1980, about 80 per cent of the population will live in metropolitan complexes. Suburban areas are growing, while the inner cities are losing population or only holding their own. Young workers who follow the labor market are most mobile. Mobility is greatest in urban concentrations on the East Coast, the Great Lakes region, the Far West, and the Southwest.

Implication: Major need for expanded educational facilities will develop in areas already experiencing most rapid expansion. Greater effort is required to understand and deal effectively with urban problems, so that city dwellers may achieve a satisfying urban life.

5. Babies born in the first wave of the postwar boom have reached their twenties, making that population group number about 35 million.

Implication: These young adults are concerned with finding mates and establishing households, raising families, finding vocations, and developing satisfying life styles. Greatly expanded opportunity for family competence education together with greater opportunity for occupational and liberal arts education is required.

6. Women in the labor force will increase by nearly half a million a year. By 1975 there will be almost 25 million women job holders. Most women will be employed in service industries and in clerical and sales positions. But the number of women employed in management and the professions will also increase, especially as efforts are made to provide them with working conditions compatible with family responsibilities.

Many women job holders will be mothers, creating an increased demand for nurseries, day care and after school centers, and educational opportunities for preschool children.

Implication: Special kinds of education for women who wish to reenter the labor market will be required.

Technological and Scientific Trends

1. The rate of development of knowledge and research findings will continue to expand exponentially. Ninety to ninety-five per cent of all behavioral scientists who ever lived are now alive. There have been more scientific discoveries in the past fifty years than in all the years before World War I.

Implication: There is growing need to communicate these findings understandably to the layman so he may make decisions consistent with the general welfare.

2. Information storage and retrieval systems will make it possible to store rapidly growing knowledge and to recall such knowledge as required. Every book ever published can be stored on microfilm with ready access through computers.

Implication: Educators already have available to them a new technology for carrying out education programs.

3. Systems planning and operational research will increase efficiency greatly and expand management sophistication. Michael states that this new technology "integrates thinking, laboratory and industrial operations and organizations so that the pace and application of intellectual activity are regulated in much the same way as assembly lines regulate human physical activity." First applied to the development of strategic weapons and then to space exploration, systems analysis may soon be applied to reorganizing transportation systems, or to city planning and building.

Implication: Need to utilize new techniques in developing long-term educational plans and programs consistent with social and economic trends.

Occupational and Vocational Trends

There is wide and frequently bitter disagreement concerning the impact of automation upon employment. At one extreme, there are some who claim that about ten per cent of the present work force will satisfy all of industry's needs within a quarter of a century. This group calls for modification of the social system to insure income without work. Its position is represented by the statement on the "Triple Revolution" of a few years ago. Robert Theobold is chief spokesman for this viewpoint which is generally concurred in by Donald Michael, Peter Drucker, and others.

Other observers view automation and cybernation as another phase of the continuing industrial revolution. This group claims that the work force will be assimilated, perhaps with certain temporary dislocation, in much the same way that the industrial revolution ultimately brought about greater employment.

The middle ground view is expressed by Labor Department experts like Seymour Wolfbein, and other social scientists like Eli Ginzberg and Daniel Bell.

These observers agree that automation and cybernation will have a major dislocating effect, and that there will be a great and continuing need for retraining.

Nevertheless, they believe that there will be no increasing pool of unemployed because new kinds of service industries and occupations will provide new jobs.

Regardless of which of the three positions is accepted, there is agreement that automation will have a major impact on the work force. The kinds of jobs and the nature of the work will change. Workers will require more education, and there must be a continual retraining and updating of skills. More specifically, the following trends are expected to modify the occupational picture:

1. Fewer workers will be required for unskilled, manufacturing, and agricultural jobs. Manufacturing employment only recently passed the peak reached in 1953. Agricultural employment declined 50 per cent between 1947 and 1965 and will drop another 20 per cent by 1975. As employment opportunity has shifted, so has job content. By 1975 unskilled and semi-skilled jobs will decrease from 24 per cent to 20 per cent, while managerial and professional jobs will increase from 22 per cent to 25 per cent.

Implication: A vast adult education program will be required for the next two or three decades to raise the general educational level of workers and train them for new skills.

2. More persons will be required for service and professional work.

From 1947 to 1965 employment in the service, government, financial, technical, and professional sectors increased by one-third to one-half. Jobs requiring high technical abilities, mathematical background, and scientific understanding are increasing in number, as are those with a higher personal-relations component.

Implication: A major overhauling of the content and method of vocational education is in order.

3. More jobs for sub-professionals are probable. There is an accelerating trend toward the breakdown of professions into sub-professions and a concomitant need for sub-professionals in teaching, medicine, mental health, and other social service areas. As these positions are given greater status there will be greater opportunity for persons with skill and understanding in human relations, even if they lack the traditional professional training.

Implication: Recruitment and vocational training programs must be developed to equip sub-professionals for these new jobs.

4. More frequent shifts in jobs may be expected. New technology is outdating less skilled jobs at an increasing rate. It is probable that most unskilled and semi-skilled persons will work at two, three, or even more jobs during their working lives.

Implication: There must be greater emphasis upon continuing programs of occupational and vocational retraining. Industry must assume greater responsibility for developing and financing such training programs.

5. Workers will work fewer hours, have longer vacations, and retire earlier. The average workweek decreased from 43.4 in 1945 to 39.1 hours in 1961. The Steelworkers Union has already negotiated contracts in the steel, tin, and aluminum industries that provide thirteen weeks vacation with full pay every five years for senior employees.

The United Automobile Workers are moving toward earlier retirement with larger pensions. Leisure as a way of life—formerly reserved for the aristocracy—will probably become an accepted part of workers' lives.

Implication: Adult educators must develop programs which offer constructive alternatives to work.

Social and Economic Trends

1. The recent rapid growth in our economy is likely to continue. A hundred per cent increase in production and consumption is predicted in the U. S. by 1985. The Gross National Product will continue to increase and is expected to rise from $675 billion in 1965 to $900 billion in 1970.

Implication: The U. S. should easily be able to finance the educational programs required to keep pace with the economy and to eradicate poverty.

2. The gaps between the affluent and deprived in this country and between the "developed" and "developing" nations will become greater.[1] The "Other America," identified by Michael Harrington, remains separated economically and culturally despite the anti-poverty programs. This group has a long tradition of alienation. Similarly, the "developing" nations, despite their newly found independence, are falling farther behind the "developed" nations.

Implication: New techniques, methods, and educational programs must be developed and made available to help narrow the gap between aspiration and reality.

3. Domestic and international social problems will become more complex and difficult to solve. Because of the enormous increase in the number of variables which must be considered in dealing with domestic and international problems, it will become more and more difficult to find individuals with the background and knowledge needed to deal with them. Technology is providing us with machines able to cope with these variables, but few persons have the skills required to use the new technology for this purpose. Even fewer are able to feed the required value systems into the computers.

Implication: Greater emphasis on value system education is required. Complex situations must be translated into basic concepts.

4. Institutions will grow larger and become more centralized. The high cost of information storage and retrieval equipment and data handling will probably reverse trends toward decentralization. While geo-

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[1] Since 1965, the related problem of Black-White tensions and of racial conflicts has emerged more clearly and calls for new and enlarged programs of adult education in the civic and social areas.

graphically dispersed, industries will probably be more centrally controlled. Opportunities for employment in key policy-making and management positions may decrease. A small "elite" will make most of the major decisions in business and industry.

Implication: There is need for more effective systems for sharing information and control and for discovering new jobs for those displaced by centralization.

5. Government will increase in size and power. The same forces operating on business and industry will operate on government. This will require the making of highly interlocking and interrelated decisions at the Federal level. How to allocate and stimulate decision-making and responsibility at the local level will be a growing problem.

Implication: Mechanisms must be developed to keep the electorate more knowledgeable. In cooperation with the mass media, the Federal Government must establish sound programs to develop civic and social competence.

Trends in Education

1. More people are going to school for a greater number of years. More students will stay in school longer, raising the general level of education. By 1975, 62 per cent of the adult work force will be high school graduates, compared with 54 per cent today. College registration will rise from today's 5.0 million to 8.7 million by 1980.

Implication: There must be a great expansion in the numbers of teachers and money for education.

2. Over twenty-five million adults are now participating in adult education, and the number, as well as the proportion of the total population, will increase in the future. The most reliable figures on participation in adult education have been collected by the National Opinion Research Center. These show that some 25 million adults took part in adult education programs in 1962-63. The author, John Johnstone, predicts: "America is likely to experience an adult education explosion during the next few decades."

Implication: Even if nothing further is done to stimulate participation, adults involved in continuing education will triple in number within the next twenty years. Adult educators must be trained and effective programs developed starting now.

3. Education is emerging as a major economic factor. Enormous expenditures for education are causing economists to devote attention to "the Economics of Education." Fritz Machlup, Theodore Schultz, Gary S. Becker, Kenneth Boulding, Frederick Harbison, Charles Myers, and others have begun to view education as a major consumer item, as well as a tool for increasing production. A group of economists has calculated that the rate of return on educational investment in 1958 in the U. S. was as follows: Elementary school, 35%; high school, 10%; and college, 11% (Schultz). Goods and services required for education account for an increasing annual share of the GNP.

Implication: In the near future, it will be possible to present systematic data showing the economic value of education, justifying pragmatically the rising costs of education.

4. Federal investment increases; Federal policy role becomes more important. Direct Federal expenditures for all education amounted to $2.2 billion in 1962, and this was greatly expanded with the Elementary and Secondary Education and Higher Education Acts of 1965. Although no accurate figures have ever been assembled for Federal expenditures for adult education, preliminary data secured for this study suggests that they amount to one and a half to two billion dollars.

Implication: A national policy and statement of objectives for adult education should be developed, and all Federal programs and expenditures should be jointly planned in light of this policy.

5. New techniques and methods in education are now developing. The new technology has made possible new methods and techniques for education. Computers and mass media now offer resources and methods for extending, expanding, and making education more flexible and more individual. Experiments in the use of these new techniques are being mounted. They are proving that the new education technology has great potential for improving the quality and quantity of education.

Implication: Education institutions have only begun to use the new techniques, especially in adult education. A much more effective system for identifying, disseminating, fostering, and evaluating these techniques is required.

6. New concepts and curricula of education are emerging slowly. New concepts of education which are gaining lip-service but are not yet generally integrated into the educational establishment include: "learning to learn," a concept for teaching self-education skills rather than mere absorption of information; "life-long learning" which calls for education and re-education throughout life to fill new occupational, civic, personal, and self-realization needs; "continuity in education" which fits each segment into the next within a seamless web; "education for leisure" to assist people to use leisure meaningfully.

Implication: Effective experimentation, demonstration, and later application of ideas embedded in these concepts are required.

IMPLICATIONS FOR ADULT AND CONTINUING EDUCATION

The decisions affecting the lives of our children will not wait upon the next generation. The responsibility is clearly with this generation. Continuing education must be provided now to equip adults with essential information and decision-making ability. Young people's attitudes toward education are largely determined by the attitudes of their parents and the society immediately surrounding them. It is essential that parents participate in learning so their children will accept the importance of education.

Changes in Program and Organization of Adult Education

Adult education must be restructured and programmed for today's needs:

1. A lifelong, integrated program and process of learning must be developed to make continual participation acceptable and expected.

2. Students of all ages must "learn how to learn" rather than merely be taught.

3. Self-study must be emphasized. Opportunities and materials must be provided to encourage such self-study.

4. Educational programs, materials, and facilities which are relevant, accessible, meaningful, and important to all social classes must be developed.

5. Computer technology and the mass media must be harnessed to the expanding needs of continuing education.

6. Rewards, benefits, stimulation, support, and financial assistance to adults must be provided.

7. The fullest possible use of the research and scientific skills of university faculty as well as those who have been siphoned off into industry and government service must be used in solving societal and personal problems growing out of forces and trends already discussed.

8. New institutional forms providing flexibility, visibility, relevance, and accessibility must be developed to overcome past aversions, reluctance, and opposition to continuing education.

Essential Components of a Nationwide Program

With such arrangements for soundly based continuing education, a nationwide program must be developed to permit:

1. Continuing reexamination of the values inherent in our society.

2. Translation and dissemination of the new scientific and research developments in terms understandable to the layman.

3. Flexible methods and procedures helping adults to overcome early-life educational disadvantage, minority status, or underprivileged backgrounds. Such methods must allow adults to obtain high school and college diplomas after they attain basic literacy. Methods must be suitable, appropriate, and possible for adults, without decreasing the rigor and value of these educational prerequisites.

4. A new and broader kind of vocational and technical education providing usable skills for mobility in the world of work.

5. Attitudes and skills to prepare people for greater leisure and offering opportunities for continuing education as they move into more leisured lives.

THE CENTRAL TRENDS AND AREAS OF CHOICE

The Central Trends

Trends and directions as a whole seem to cluster together, appearing to move in the same direction, to support each other, and to be interrelated. The adjective "more" characterizes most trends. There are more people and more people in cities. There is more mobility, more money for education[2] and Federal activities, and more technological facilities. There is more rapid change in every aspect of life. There are more problems to face and more countries in a more complex and more closely interwoven world. The trend seems to be characterized by increases in the size, complexity, and rapidity of change, by an increase in knowledge, and by the rate of discovery of knowledge.

At the same time, there will be fewer unskilled and semiskilled jobs and possibly fewer kinds of jobs in toto. There will be fewer work hours and years. There also may be less participation in vital decisions.

The Areas of Choice

The choice of a number of major alternatives will determine the nature and quality of future living:

1. Will the new technology be used to plan more fruitful living or will a policy of drift prevail?

2. Will the knowledge explosion confuse decision-making or will cybernetics be employed as a tool for informed choices?

3. Will the mass-media foster conformity and mediocrity or stimulate national debate on vital issues and provide the continuing education necessary for intelligent participation in civic affairs?

4. Will our traditionally rural nostalgia and values govern urban living and prevent the flowering of city life?

5. Will the Puritan work ethic prevail to the detriment of creative leisure?

6. Will early concepts of "right" and "wrong," "true" and "false," and the "good" men and the "bad" so prevail that the ambiguities, increasingly part of modern life, will become intolerable?

7. Will there be courage to develop programs necessary to eradicate poverty and dependence or will the old belief that "the poor are always with us" remain?

8. Will a sense of individual responsibility be maintained in a soci-

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[2] As of 1965-1966.

ety where individuals are increasingly the recipients of the largesse of society?

In summary, will the American people maintain its humanity and individuality in the face of forces moving toward massive technology, bigness, and Federal involvement in all aspects of life?

These dilemmas and alternatives underline the fact that there still is the opportunity to choose. This opportunity for choice based on knowledge and wisdom presents the greatest challenge to educators and their greatest opportunity. The kind and quality of early and continuing education will be crucial for the decisions ahead.

CHAPTER II

AN OVERVIEW OF THE FIELD OF ADULT EDUCATION

This chapter seeks to provide perspective and background for viewing adult education in the United States. Included are a brief outline of historical highlights and landmarks, a summary of participation in adult education in the U. S. today, and a description of the professional adult educator.

BACKGROUND AND HISTORICAL LANDMARKS

This section lists a few landmarks in American history underlying the important role of adult education in the development of this country.

The Landmarks

1. The Town Meeting. Although the colonial town meeting was not developed primarily as an adult education activity, it served as the first civic affairs discussion group in this country. The town meeting gave citizens an opportunity to inform themselves about and discuss important issues on which they had to make decisions.

2. The Junto. (1730) Organized by Benjamin Franklin, this was the first known informal discussion program in America. It was "conducted in the sincere spirit of inquiry after truth." Involving some twenty people on a continuing basis, the Junto lasted for thirty years. In expanded and modified form, it continued as an active informal adult education center in Philadelphia until the late 1950's.

3. Libraries. (1735) The Nation's first library was a direct outgrowth of the Junto. It was to assemble books to be read and discussed by members of the Junto. Its success led Franklin to organize the Philadelphia Library Society which was to serve as the progenitor of libraries in the United States.

4. The Lyceum. (1826) Started by Josiah Holbrook, the aims of the Lyceum were to promote mutual improvement of the members through study and association, to disseminate knowledge by establishing libraries and museums, and to stimulate support for tax-supported public schools. The first Lyceum was established in Millbury, Massachusetts, in 1826. By 1835 there were 3,500 such Lyceums scattered over most of the Northeastern States, numerous county organizations, sixteen State organizations, and a national body. The movement continued until 1925 at which time it was estimated that there were still twelve Lyceums in operation.

5. Mechanics Institutes. (1831) Imported and adapted from England, the Mechanics Institutes enriched the lives and provided intellectual background for the Nation's workers. Early programs included lectures on "architecture, political economy, botany, geology, natural history, astronomy, and the biographies of practical men." During the nineteenth century the Mechanics Institutes spread to a large number of major cities and served as an important educational resource for workers in the country.

6. The Chautauqua Movement. (1874) This movement was started by the Methodist-Episcopal Church as a residential adult education activity at the Fair Point camp meeting in New York. Among those involved were the Reverend John Heyl Vincent and Lewis Miller, a wealthy layman. In 1886, Vincent published The Chautauqua Movement, which served as a clear and logical blueprint for organization of the Chautauquas throughout America. Although religious in emphasis at the outset, Chautauqua became a truly liberal education program which included a Book-of-the-Month Club, a Scientific Circle, and Correspondence study sponsored by the Chautauqua Literary and Scientific Circle. During its early days the Chautauqua movement was concentrated primarily at summer resorts operated by church groups. Shortly after its inception, music became a major activity, together with study and reading. While it was primarily a small-town phenomenon, some 300,000 individuals reportedly enrolled in correspondence courses between 1874 and 1918, and some 10,000 local study circles were established between 1874 and 1894. The original Chautauqua movement played a significant part in influencing future leaders of university adult education. Such pioneers as William Rainey Harper and C. R. Van Hise were exposed to the idea of adult education through Chautauqua.

A direct off-shoot of the original or so-called "legitimate" Chautauquas, the Chautauqua Circuit provided touring groups of scholars and lecturers who appeared in the same tents used for medicine shows and other entertainment. Although not as noble in concept as the "legitimate" Chautauqua, the circuit provided a platform for such statesmen as George Norris and Robert LaFollette. Thirty million people attended the Tent-Show Chautauquas in some twelve thousand small towns in the early 1920's.

7. Higher Education. (1880) The Universities of Wisconsin, Minnesota, California, and several others claim credit for launching the first program of continuing education and extension. The State universities moved actively into the field during the 1880's, largely under the leadership of Van Hise of the University of Wisconsin. The university extension programs was an amalgam of borrowings from England and the Chautauqua movement. By the 1890's, no fewer than twelve State universities, in addition to Wisconsin, California, and Minnesota, had entered the field of University Extension. William Rainey Harper introduced adult education and provided extension lectures and correspondence study as the first activities of the University of Chicago when it was established as a private university in 1893. As broadly conceived by Van Hise at Wisconsin, extension included correspondence teaching, lecture services. summer-schools, extension classes, press and publication services, evening school and residential activities, library lending services, film and visual-aid services, and conferences, institutes, and short courses.

8. Agricultural Extension. (1887) Formal agricultural extension services had their roots in the Land Grant Colleges created by the George-Morrill Act of 1862 and the Hatch Act of 1887 which set up Agricultural Experimental Stations. However, it was Seymour Knapp who developed "demonstrations" as a way of translating the scientific developments of the Experimental Stations to the farmers of the country. After taking part in private experiments, financed partly by the General Education Board, Knapp became a consultant to the Department of Agriculture in 1902. His ideas have since become the cornerstone of the Federal Extension Service which now conducts agricultural, home-economics, and even public affairs programs in every county of the U. S.

9. Vocational Education. (1917) It was not until 1917 that Federal funds for vocational education were voted under the Smith-Hughes Act. The Act culminated from proposals made by a Federal Commission

chaired by Senator Hoke Smith. It resulted partly from the activities of Holbrook (in the mechanics institutes), John Dewey, and Van Rensselaer who set up one of the first polytechnic institutes. While polytechnic institutes and mechanics arts training spread during the latter part of the 19th century, it wasn't until about 1906 that the States began to provide funds for vocational education. The general principles of the Smith-Hughes Act prevailed after 1917, until major changes advocated by the President's Advisory Panel on Vocational Education were incorporated into the Vocational Education Act of 1963.

10. More Recent Landmarks. A more complete history of adult education would include: the development of worker and labor education starting in the 1920's; adult and worker education program of the WPA during the Depression years; new methods and techniques of vocational, occupational, and professional education developed during World War II; the burgeoning and reawakening of interest in university, public school, and voluntary association adult education since World War II; the development of educational TV since 1952; and recent legislation passed by the 89th Congress in support of university extension and continuing education.

Common Characteristics

This sketchy outline of the origins of adult education in America highlights several significant factors characterizing its growth. They include these findings:

1. Adult education has always been a basic part of American life. Adult education has stimulated educational progress in libraries, museums, correspondence study, and the public elementary school system.

2. Significant advances, innovations, and developments in adult education appear to be the combined product of a social need and a creative individual. For example, the discussion groups and libraries—Franklin; the Lyceums and Mechanics Institutes—Holbrook; the Chautauqua movement—Vincent and Miller; University adult education—Van Hise and Harper; Agricultural Extension—Knapp.

3. Federal involvement in adult education has followed private innovation and demonstration until recently.

4. Federal involvement in adult education has been almost entirely

vocational and agricultural until relatively recent years, whereas voluntary associations have been concerned primarily with civic and liberal education.

5. Although some twenty-five million adults now participate in adult education, involvement was probably proportionately greater during the final decade of the 19th century and the first decade of the present century.

EXTENT AND NATURE OF PARTICIPATION TODAY

Thanks to a major study undertaken by John Johnstone and Ramon Rivera for the National Opinion Research Center (financed by a grant from the Carnegie Corporation) during 1962 and 1963, a comprehensive and factual picture of the extent and nature of participation in adult education in the U. S. now exists for the first time. This section seeks to summarize the major findings published by Johnstone in Volunteers for Learning.

The Facts

1. Total Participation. Some 24,810,000 adults participated in adult education programs during 1962. While these National Opinion Research Center (NORC) figures are far below the 50 million estimate given by practitioners, they are far above the 9,212,000 figure estimated by the Bureau of the Census in October, 1957. Differences between NORC and Bureau of the Census estimates are accounted for by differing definitions of adult education. The Census was far more restrictive in its definition, limiting adult education participation to classes and group meetings and eliminating independent study, educational TV, correspondence courses, and on-the-job training; NORC included all participation.

2. PARTICIPATION, by SOCIO-ECONOMIC GROUP

SOCIO-ECONOMIC GROUP	OCCUPATIONS INCLUDED	% in SAMPLE	% PARTICIPATING
"LOWER-LOWER"	Farm and other laborers and unemployed	7	3
"WORKING"	Operative and kindred service workers, farmers and farm managers	34	22
"LOWER-MIDDLE"	Clerical and kindred sales, craftsmen, and foremen	36	41
"UPPER-MIDDLE"	Professional, technical, managerial, officials, and proprietors	23	35

3. PARTICIPATION, BY INCOME, EDUCATION, AND AGE

INCOME LEVEL	PER CENT OF SAMPLE	PER CENT PARTICIPATING
Under $5,000	44	30
$5,000 to $10,000	42	48
$10,000 plus	13	21
EDUCATIONAL LEVEL		
Up to 8 years	30	10
High School	51	51
More than high school	21	38
AGE LEVEL		
Under 29 yrs. of age	20	29
Over 30 yrs. of age	80	71
Over 40 yrs. of age	53	43

4. The Typical Adult Education Participant. Johnstone described the typical 1962 adult education participant in these words:

> He is just as often she; is typically under 40; has completed high school or better; enjoys about average income; works fulltime and most often in white-collar occupations; is typically white and protestant; is married and is a parent; lives in an urbanized area and more likely in the suburbs than inside the large city; and is found in all parts of the country but more frequently on the West Coast than would be expected by chance.

5. Institutions sponsoring Adult Education

SPONSORING INSTITUTION	PER CENT OF ALL COURSES TAKEN
Churches and Synagogues	21
Colleges and Universities	21
Community Organizations	15
Business and Industry (excluding on-the-job)	12
Elementary and High Schools	12
Private Schools	7
Government - all levels	7
Armed Forces (excluding correspondence)	4
All others	2

6. Credit and Non-Credit Study. Only 17 per cent of all adults participating in adult education activities expressed interest or took part in courses offering credit (including certificates of achievement or completion). Of these, 8 per cent sought high school diplomas, 23 per cent sought first-degree college diplomas, 19 per cent worked for higher degrees, and 50 per cent worked for other kinds of certificates or diplomas.

7. Courses taken.

CATEGORY OF SUBJECT MATTER	PER CENT OF TOTAL COURSES
a. Vocational	32
b. Hobbies and Recreation	19
c. General Education	12
d. Religion	12
e. Home and Family Life	12
f. Personal Development	5
g. Public and Current Affairs	3
h. Agriculture	1
i. Miscellaneous	3

By rearranging the data within the four adult education subdivisions used in this report, the following picture emerges:

KINDS OF ADULT EDUCATION	PERCENTAGE OF COURSES
a. Education for Occupational, Vocational, and Professional Competence (includes a, half of c and all of b above)	39
b. Education for Personal and Family Competence (includes e and f above)	17
c. Education for Social and Civic Competence (includes g above)	3
d. Education for Self-Realization (includes b, half of c, and all of d above)	37
e. Unclassified	3

8. Expectations in Participation. These answers were obtained from questions concerning ways participants hoped courses would help them:

REASON FOR PARTICIPATION	PER CENT OF PARTICIPANTS
a. To become a better informed person	37
b. To prepare for a job or occupation	36
c. To help on the job I now hold	32
d. To spend spare time more enjoyably	20
e. To meet new and interesting people	15
f. To carry out tasks and duties around the home	13

9. Initial Exposure to Adult Education. Questions regarding initial exposure showed:

a. Two out of three persons first participated before their thirtieth birthdays.

b. Nearly half of them had been involved in prior adult education activity.

c. Sixty-five per cent of the men and forty-six per cent of the women took part in vocational programs as their first adult education activity.

The following information resulted from a question about the context in which participants first became involved in adult education (possibly their motivation):

CONTEXT OF ENTRY INTO FIRST COURSE	PER CENT MEN	PER CENT WOMEN	PER CENT TOTAL
Job-connected situation	68	40	54
Personal influence (not employer)	15	24	20
Change in family situation	2	19	10
Finishing incomplete education	5	3	4

10. Satisfaction with Adult Education Experience. Sixty-three per cent of all participants reported that they obtained "a great deal of benefit." The proportion varied from a high of eighty-three per cent of those involved in religious education to a low of fifty-one per cent of participants in public affairs and current events.

11. Optimum Conditions for Participation. When six different correlates of learning were brought together—(1) age under forty-five, (2) high school education, (3) at least one parent who had finished high school, (4) optimism about future income, (5) knew someone who took an adult education course, (6) took an adult education course themselves—ninety-nine per cent of the sample stated that they wanted to learn more about a given area, compared with only forty per cent where none of the correlates existed.

12. Facilities as a Factor in Participation. The NORC found abundant resources for adult education in a special study of four communities. It found vocational courses, particularly for white collar occupations, most available. The report showed that persons in high socio-economic levels in cities of fifty thousand to two million had greatest knowledge of adult education facilities. Those in low socio-economic levels in small towns and farm areas knew least. It further found that knowledge of educational facilities is most widespread in middle-sized cities, and least in small towns and rural areas.

13. Obstacles to Participation. The following obstacles to adult education participation were cited most frequently.

Financial	43%
Busy Schedule	38%
Lack of Physical Energy	27%

A majority of persons from lower socio-economic levels cited financial obstacles. Many women cited difficulty in getting away from home during the evening hours as a major barrier.

Summary and Implications

These are the more significant findings emerging from the foregoing overview of participation in adult education today, together with certain implications for future action. (Statements in quotes are taken directly from Volunteers for Learning):

1. About one of every five adults is involved in some kind of adult education activity - and the proportion will probably increase. "Just as in the fifties and sixties the regular school system has had to tool up rapidly to accommodate the greatly increased numbers of young people in the population, so too in the seventies the field of adult education will experience increased demands as this population moves into social and demographic categories where the greatest use is made of adult education."

2. Despite generally high participation in adult education, low socio-economic groups are grossly underrepresented. The need for special research, experimental programs, and funds to involve those who can benefit most from education for vocational, family, personal, social, and civic competence is sharply underlined.

3. "Adult education is no longer primarily related to rehabilitation and remedial goals. It is used more in a kind of continuing role - but a continuation not in the sense of carrying one's formal education to ever higher plateaus, but in the sense of transferring systematic learning processes themselves to the interests and demands of adult life." Adult education must move from traditional subject matter to programs for creating a more satisfactory adult life style.

4. Education for social and civic competence is sadly neglected. The need for a more informed electorate in the U. S. requires action to improve and accelerate such educational activity for adults.

5. Adult education related to "ideas and values" is also neglected.

Greater stress is required in the neglected areas of value judgments and examination of ideas; a means of motivating participation in such education, together with experimental involvement of churches, universities, and other major sponsors of adult education, is also necessary.

6. There is considerably less emphasis on "credit" in adult education than was anticipated. Fewer than 17 per cent of the adults participating did so in courses for certificates or credit. The quality and relevance of adult education activity, therefore, appears to be more important. There is decreasing need for concern with formal recognition.

7. Many more adults than anticipated are involved in independent study. Most have become involved recently and tend to employ new techniques and materials. Participation in independent study will probably rise even more rapidly. Considerable research and experimentation is needed to maximize benefits in this expanding area.

8. Most adult education is provided by institutions and organizations outside the traditional educational field. Churches and synagogues, community organizations, business, and industry provide education for 57 per cent of adult participants. Most independent study participants study outside the formal education enterprise. More knowledge of such adult education activity is needed. Such activities must be related to those of regular education institutions. Methods must be developed for accrediting programs to assure participants that the program is in keeping with their expectations.

9. Although most adults enroll in vocational courses, recreation and hobby-related programs are expanding. It seems probable that the present emphasis on vocational education will soon be balanced by more leisure programs. Voluntary associations and organizations as well as established education institutions must be prepared to meet changing demands.

10. Motivation for participants in adult education varies, particularly within different socio-economic groups and between men and women. Recruitment for adult education must be more directly responsive to the interests and motivations of specific sex and socio-economic groups.

11. Early exposure to adult education activities is a major factor in continued participation. The data indicate that most persons continu-

ing in adult education began such participation before age 30. This suggests that adult educators should make greater efforts to interest young adults. Schools and colleges should be motivated to directing graduates toward continuing education. Program planners should provide greater continuity so participants may move readily and logically into more advanced learning experiences. This will require more effective educational counseling and tutorial services.

12. Most adult education participants begin in job-connected contexts or through personal influence. Adult educators must seek to develop cooperative programs with employers. These must extend beyond the vocational area. More effective use of "word-of-mouth" publicity is required.

13. While there is no dearth of facilities for certain kinds of adult education activities, they are little known in large cities and small towns and in the lower socio-economic groups. More visible and accessible information facilities and central referral services are required, particularly for lower socio-economic groups.

14. Data gathered provide valuable information regarding motivations, needs, interest, and obstacles characterizing lower socio-economic groups. It is common knowledge that participants are most interested in occupational training, that they are more likely to attend classes at high schools than at colleges, and that women are interested in home and family life programs. This information suggests programs to meet the needs of the disadvantaged and to overcome the obstacles to their participation. Programs should include job training, homemaking, family life, and consumer education. They should take place in high schools or community organizations, with appropriate financial support.

THE PROFESSION OF ADULT EDUCATION

It is important to look briefly at the adult education profession, the associations in the field, the training available to leaders and practitioners, the status of research, and the professional status of adult educators.

The Associations in the Field

The structure of adult education associations reflects the sprawling and disorganized situation in the field. Because of the several sponsors, kinds, and objectives of adult education, individual adult educators and groups of institutions tend to give primary allegiance to an association representing their own particular goals or institutional connections. Many practitioners are aligned primarily with the university associations or the public school associations rather than with the associations representing all adult educators. Others who carry on adult education programs as an adjunct to other activities identify chiefly with the group representing their major tasks (such as YMCA's, industry, labor, the churches) and see allegiance to an adult education association as secondary.

Split allegiances and responsibility, together with the subordination of adult education to other activities or goals, have made the creation of one overall representative organization especially difficult.

Before 1951, two separate adult education associations emerged. The American Association for Adult Education, sponsored by Frederick P. Keppel and the Carnegie Corporation, represented adult educators connected with voluntary associations and concerned itself with broad social and community objectives. The Adult Education Branch of the National Education Association was more concerned with school-related adult education and with methods and techniques. The establishment of the Fund for Adult Education in 1951 made available funds to stimulate action and reorganization in the field. The two associations agreed to disband and jointly support the establishment of the Adult Education Association of the USA (AEA).

But the very organizational structure of the newly formed Adult Education Association contained seeds of division. At the outset, there were provisions for special divisions or commissions to represent the public school adult educators while other arrangements were made to represent those not concerned chiefly with adult education. Each of the two groups—the National Association of Public School Adult Educators (NAPSAE) and the Council of National Organizations (CNO)—developed a life and an allegiance of its own. By 1960, they separated into organizations with their own officers, secretaries, and members.

Efforts have been made to continue organizational ties to the Adult Education Association through mutual representation on Boards of Directors and occasional joint national conferences. The groups co-sponsored the National Conference on Adult Education in New York in 1965, and their three national meetings overlapped. But at least two planned to meet separately in 1966.

In addition to AEA, NAPSAE, and CNO (now trying to redefine its role as well as its relationship to AEA), there are two other potent associations in the field of university adult education: The Association of University Evening Colleges (AUEC) and the National University Extension Association (NUEA). Some members of these two organizations also belong to and hold office in the Adult Education Association of the USA. Some forty universities and colleges hold membership in both the AUEC and NUEA, and most practitioners involved in university adult education give primary allegiance to one of the two university-connected associations, rather than to the AEA.

Considerable inbreeding exists among the various associations. For example, the current President of the National University Extension Association formerly was President of the Association of University Evening Colleges, while the President Elect of the Association of University Evening Colleges was past President of the National University Extension Association.

Efforts to combine the AUEC and the NUEA into a single organization or to develop an effective inter-association arrangement have been unrewarding, and no promising development is seen in the immediate future chiefly possibly because deans of smaller universities feel that their institutions would be submerged. There is promise, however, in meetings during the past two years of the presidents of major associations for discussion of matters of mutual concern.[1] The American Council on Education, through its Commission on Academic Affairs, has established a council to bring associations concerned with higher adult education together regularly. And all adult education associations have agreed to hold concurrent meetings in Washington, D. C. in 1969. Channels should be developed to provide effective and continuing communication among organizations concerned with adult education. The U. S. Office of Education could offer valuable assistance, possibly by setting up a National Representative Council.

Persons working in adult education on the junior college level have only recently been eligible to join the AUEC. They may join NUEA, NAPSAE, and AEA but appear to be more interested in aligning themselves with the college and university groups. As a result, junior college adult educators have had little opportunity for interchange of ideas, either through their own association (The American Association of Junior Colleges, which has set up no commission on adult education) or through other higher education associations.[2]

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[1] Since this study was written, a continuing Committee of Adult Education Organizations with rotating chairmenship has been established and has been meeting several times each year.

Training of Adult Educators

Professional training for adult educators is a relatively recent development. The first university Department of Adult Education was established at Teachers' College, Columbia University, in 1930. In 1931 and 1932, Teachers' College developed curricula leading to advanced degrees. Ohio State followed with a Department of Adult Education in 1931, and the University of Chicago established its full-fledged program in 1935. By 1962, Cyril O. Houle of the University of Chicago reports, fifteen institutions offered advanced degrees in the United States and one in Canada. A list of U. S. institutions, including the total number of in-residence students registered for graduate courses during 1961-62, follows:

Boston University	104
University of Buffalo	36
University of California (Berkeley)	48
University of California (Los Angeles)	21
University of Chicago	36
Columbia University	68
Cornell University	57
Florida State University	43
Indiana University	99
University of Michigan	194
Michigan State University	146
New York University	36
Ohio State University	85
Syracuse University	7
University of Wisconsin	360
TOTAL	1,340

Of this total, 114 students were involved in full-time work and 174 in part-time work for doctorates; 191 were full-time candidates and 96 part-time for master's degrees; 767—over half of the total—were in a

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[2] Since 1965, the American Association of Junior Colleges has set up an internal committee on Adult Education and has commissioned a study of the adult education activities in community colleges.

"special" category. This special category included non-degree students, as well as those taking one or more adult education courses as part of degree programs in other fields. Among universities with a preponderance of "specials" were Boston University with 70, the University of Michigan with 169, Michigan State University with 100, Ohio State University with 76, and the University of Wisconsin with 140.

Several additional universities have entered the field since 1962, including Amherst Central Adult School; Arizona State University; Brigham Young University; Cornell University; University of Nebraska; George Washington University; and the University of Wyoming.

Professor Houle reports that in 1962, on an aggregate basis, 323 doctorates had been awarded in adult education. Over a third were awarded by five institutions: Columbia University-78, University of Wisconsin-65, University of Chicago-32, University of Buffalo-32, and University of California (Los Angeles)-21.

A substantial number of those now in key positions in the administration of adult education in universities hold doctorates; an increasing number are engaged in graduate study; more institutions are offering graduate programs; there is a continuing effort to describe and define the content and nature of graduate studies. A national organization, the Commission of the Professors of Adult Education, has been established for communication among professors of adult education.

Less optimistically, present facilities and programs for training adult educators fall far short of current needs. Several hundred thousand adult educators work as administrators, leaders, or part-time teachers. Many others are becoming involved because of Federal anti-poverty, community service, and continuing education programs, and through adult education programs in the private sector of the economy. Because there is little or no opportunity for these hundreds of thousands to learn more about essential aspects of adult learning and adult education, a massive training program for part-time adult educators is required. Because the universities are not meeting the challenge, the task calls for action by the U. S. Office of Education.

Commenting on the status of adult education graduate study, Professor Cyril O. Houle has raised issues which must soon be met. He has pointed out that these questions must be resolved:

1. Does the field, as yet, have an adequate content based on research?

2. Should pre-service training in adult education be required as a condition for employment in adult education or should adult educators be recruited elsewhere and provided with graduate education (as is now generally the case)?

3. Should younger persons directly out of college be recruited for graduate work in adult education before they have other experience?

4. Should future graduate programs in adult education be located in schools, colleges, or departments of education as they are now?

5. How many universities should provide graduate curricula in adult education? Should existing institutions be stimulated to increase their activities or should new institutions be stimulated to enter the field?

6. How can additional funds for fellowships be secured to encourage more qualified persons to enter graduate programs in adult education?

These specific questions and the underlying question of speeding up existing graduate programs must be answered to develop a sound and effective adult education profession in the next decade.

Research in Adult Education

A complete and adequate discussion of the status of adult education research would require another major study in itself. Fortunately, several studies have been completed recently and are available for research planning and development.

1. The Brunner Study. A useful, descriptive and evaluative study of adult education research was completed by Edmund Brunner and Associates in 1959 under the auspices of the Adult Education Association with grant assistance from the Fund for Adult Education.

This study still serves effectively in describing the quality and nature of research in the following areas of adult education: Adult learning, motivation to learn, attitudes, adult interests and education, participants and participation, organization and administration, program and program planning, methods and techniques, the use of discussion, leaders and leadership - lay and professional, group research, the community and its institutions, and problems of evaluation research.

Major conclusions of the Brunner Study were:

a. "Any examination of research in adult education reveals a rather chaotic situation. A few pertinent areas, such as adult learning, have been explored far more thoroughly than others. Some have received almost no research attention."

b. "When any considerable body of effective research is available, other than in the fields of methods (or descriptive reports) typically it has been conducted not by adult educators, but by social scientists who had available a considerable body of theory, generalizations and methodologies developed by their disciplines, which could be applied to the problems of adult education."

c. Major handicaps to research in adult education, as listed by Brunner, are:

    (1) The pressure of large enrollments and the resultant inability (prior to the recent NORC study) to make firm estimates of the number and kind of participants.

    (2) The newness of the profession. Most workers are part-time; many have other loyalties and connections; graduate work is just developing.

many have other loyalties and connections; graduate work

    (3) The profusion of agencies; the resultant diffusion of responsibility and professional effort.

    (4) Lack of funds. Only the Federal Extension Service has devoted appreciable funds to research.

    (5) Emphasis on descriptive studies. Examination of the works listed in adult education research bibliographies reveals an exceedingly liberal definition of what constitutes research. "Works which seem to be merely statements of philosophy based on the author's personal experience and his inevitably limited knowledge of the experiences of others are freely included, as are descriptive or narrative accounts of specific projects, programs or agencies."

The inadequacy and paucity of true research in the field of adult education is borne out by other authorities. Professor Abbott Kaplan of the University of California at Los Angeles, who edited the annual review of research for the Summer issue of Adult Education for several years, stated in his introduction to the review in 1957 that "many of the titles can qualify as research only by a very loose or general definition of that term."

2. U. S. Office of Education Research Grants. Examination of Federal grants for adult education research underlines the lack of effective research. A review of grants under the Cooperative Research Program

of USOE and National Defense Education Act, Title VII-A educational media grants, in 1965 revealed the following:

a. Only 17 out of 900 cooperative research projects were related to adult education. Of $42,321,824 obligated for all educational research activities by Cooperative Research during the period 1961 to 1965, only $735,314 was for research related to adult education.

b. Of $10,704,820 obligated for media research under the National Defense Education Act, only $638,727 went for research in media related to adult education.

3. Positive Developments. Among the positive developments in adult education research are:

a. The National Opinion Research Center study provides, for the first time, sound facts and figures covering participation, and important data about motivation, attitudes, and recruitment.

b. The study by Brunner and Associates provides future researchers with an excellent overview of what has been done and what needs to be done.

c. A recent study by Burton Kreitlow of the University of Wisconsin, under a grant from the Cooperative Research Program of the U. S. Office of Education, performs a useful initial effort in relating adult education to other disciplines and proposes priority areas for research in adult education. "Relating Adult Education to Other Disciplines," Burton Kreitlow, Mimeographed, 1964.

d. Professor Harry Miller of Hunter College was requested to prepare a working paper for this study dealing with the development of a method or conceptual framework for examination of motivation and participation. This working paper (published by CSLEA in 1967) uses Maslow's needs analysis and selected pressures to look at forces for and against participation in different kinds of adult education among differing socio-economic groups. Miller suggests a fruitful method for participation analysis and creating experimental programs to stimulate greater participation.

e. An Ad Hoc Committee for the Study of Research in Adult Education, headed by William Griffith, Associate Professor of Education at the University of Chicago, includes some 30 to 40 active adult educators. This group meets at least once a year "back-to-back" with the American Education Research Association. It has produced some interesting reports based upon discussions at the meetings.[3]

f. The increasingly active Research Commission of the AEA is seeking to focus greater attention upon research among adult educators.

g. Adult education professors are placing greater emphasis upon research and more educators with research backgrounds are becoming professors. Because of these developments, the quality of doctoral dissertations is expected to improve greatly and the number of theses is expected to mount.

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[3] This group is now known as the Seminar on Adult Education Research.

h. Evan R. Keisler, Stanford University member of the Committee on Learning and Educational Process of the Social Science Research Council, recently prepared a study of adult education research at the request of the Committee. Keisler found that although it "would seem reasonable" to give some attention to "the process of adult learning in relation to instruction," there is small evidence of "the existence of a separate field of adult learning." Nonetheless, Keisler suggested the following areas for discussion:

   (1) The learning process and adult motivations.
   (2) The learning process in adult reading instruction.
   (3) The learning process among unemployable youth.
   (4) Non-English speaking adults.
   (5) Learning in late adulthood.

   Despite Keisler's findings of lack of research in adult learning, the possible interest of the Social Science Research Council is important. It is recommended that it be involved in future research activities and committees set up in the field of adult education.

i. The new research arrangements in the U. S. Office of Education—the establishment of a Division of Comprehensive and Vocational Education Research in the Bureau of Research, and the appointment of a highly qualified staff for this unit—can be an important step in furthering effective research.

Although Brunner emphasized that funds for adult education research have been insufficient, adult educators have not taken advantage of available funds. It is hoped that better use will be made of research funds available in the Office of Education as well as from foundations which may be expected to respond favorably to more meaningful and sophisticated research.

Summary - The Status of the Profession

In Adult Education - Outlines of an Emerging Field, Liveright devoted one chapter to an analysis of the professionalization of adult education. The conclusions still apply. Among them were:

> Although adult education cannot yet be classified as a profession—since it does not meet criteria ordinarily applied, such as "retaining its members throughout life," "insisting that its members live up to an established and accepted code of ethics," etc.—it clearly meets criteria for a "profession in transition" or an "emerging profession."

Adult education is a "helping" rather than a "facilitating" profession.

Adult education practitioners vary greatly by organization and institution. Their tasks, responsibilities, backgrounds, education, training, and consequent views of their fields create special problems in developing an integrated and well-knit profession.

Despite such differences, it has been possible to obtain a measure of agreement concerning competence required to practice adult education. Among attributes identified as most important are (a) the belief that people have a growth potential, (b) imagination in program development, (c) ability to communicate effectively, (d) understanding of the conditions in which adults learn best, and (e) ability of educators to continue learning themselves.

A final statement taken from this chapter seems to summarize the status of the profession of adult education today:

> On the one hand the adolescent state of the field of adult education is responsible for certain doubts, feelings of inferiority, periods of inadequacy and compensatory periods of aggressiveness. On the other the concomitant fluidity places persons now in the field in an especially fortunate and challenging position. Patterns are still open and not rigid, future directions may still be explored.

CHAPTER III

NATURE AND EXTENT OF FEDERAL ACTIVITIES IN ADULT EDUCATION

Although about a billion and a half dollars was to be spent directly or indirectly on adult education by Federal departments and agencies in 1966, only four full professionals were assigned to adult education programs within the U. S. Office of Education. There is no single Federal office where it is possible to obtain data and statistics on adult education. Until recently, the Department of Agriculture was the chief sponsor of adult education programs in the field. At the legislative level, several Congressional committees have responsibility for adult education legislation. Even within the Bureau of the Budget, several branches have varying responsibility for creating a semblance of order in the many scattered Federal adult education programs.

Before starting this study, it was apparent that little was known about adult education programs sponsored by Federal agencies. The Special Subcommittee on Education of the House Committee on Education and Labor, chaired by Congresswoman Green, in 1963, documented the diversity of educational activities at the Federal Government level and underlined the lack of any general plan or direction.

A major objective of this report has therefore been to find out through a one-time base-line study, what kinds of programs exist in the various agencies and to determine how to secure needed information.

Mrs. John Kramer, formerly with the Legislative Reference Bureau of the Library of Congress, was employed as a special assistant for this research. Her findings are the basis for this study's discussion of Federal action in adult education.

FEDERAL POLICY ON ADULT EDUCATION

In a working paper prepared for this study, Professor Houle[1] states: "It would be incorrect to say that the Federal Government has or ever had a consciously developed policy or set of policies to guide all of its adult education activities." He suggests that through a study of relevant legislation statements and actions of the Executive Branch it is possible to identify and describe certain convictions and principles which "have determined the course of events in federal adult education."

Commenting on the general status of Federal policies and procedures relating to adult education, Professor Houle writes:

> Now these policies are being re-examined, often with an air of impatience, by powerful groups both inside and outside the government. In the 1960's, the old framework is being demolished and a new one is gradually shaping, although its basic outlines are as yet only dimly visible. Some long-accepted policies are being extended and amplified. Others are being replaced, perhaps by ideas directly contrary to the old ones. Still others are being subtly modified in directions whose trend-lines may not yet be clear.

Special Aspects of Federal Policy

Professor Houle points out that the shaping of new policy in adult education differs in important respects from the creation of policy at other levels of education. He underlines these differences:

1. Elementary and secondary schools and colleges and universities have been developed and controlled chiefly by private interests and by the States. Federal interest in adult education was firmly established more than fifty years ago with passage of the Smith-Lever Act. Many of the strongest adult education programs were created by the Federal Government. New Federal interest in adult education does not represent a fundamental change. Federal involvement in childhood and youth education represents a break with past traditions.

2. Childhood and youth education is concerned with relatively few but very large forms of organization (elementary and secondary schools, colleges, and universities). Adult education is concerned with a seemingly endless variety of institutions (libraries, museums, settlement houses,

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[1] This working paper in slightly revised form will appear in either the summer or fall issue of School Review.

unions, agriculture, private industry, etc.), none of which dominates the scene. In spite of basic differences between youth and adult education enterprise, many authorities have been aware only of those programs of adult education sponsored by childhood and youth agencies.

3. New institutional forms in childhood-youth education, such as those included in Titles III and IV of the Elementary and Secondary School Act of 1965, are looked upon as bold innovation. New forms are commonplace in adult education. This has been demonstrated by the Agricultural Extension Service in the past, and, more recently, through the Economic Opportunity Act, the Manpower Development and Training Act, and the Area Redevelopment Act.

4. Educational activities for youth are largely concentrated in the U. S. Office of Education and a few other Federal departments. Adult education's outreach has been so great that every Federal department is involved and each has developed its own policies and approach.

The Expanding and Enduring Policies

Professor Houle suggests that four Federal adult education policies appear to endure:

1. An adult education program is ordinarily undertaken as a means to achieve a specific objective or mission. Almost all adult education legislation and appropriations have been tied to specific social purposes or programs. As a result, adult education has been looked upon as a means of implementing particular missions of specific agencies. In its statement on Federal policy, the Hoover Commission on Governmental Organization suggested that each department be responsible for educational programs required to carry out its mission. In view of this policy, it is probable that present diversification of adult education in the Federal Government will continue.

2. Three major approaches for the support of adult education are used by the Federal Government: grants-in-aid, contracts for service, and direct operations. Greatest attention has been given to "grants-in-aid," although the greatest expenditures have been for "direct operations" (when in-service education of Government personnel is included).

3. Continuing and special grants for adult education are used to stimulate public and private agencies to undertake favored services. As

has been pointed out by James Conant, the Federal Government has been involved in a policy of "continuing bribery," in an effort to influence educational policy and programs. This is sound policy since representatives of private and public education agencies are active in shaping the policies and programs finally adopted by the Federal Government.

4. The Federal Government has a special responsibility to equalize educational opportunity. One of the strongest arguments for adult education has always been that it gives a new chance to persons who were unable to take advantage of education in youth.

Changing Policies

Professor Houle sees seven policies in process of change:

1. Previous Federal policy has held that adult education should advance economic progress. Emergent policy holds that adult education should achieve many different purposes. Adult education has been defended chiefly on the grounds that it raises living standards. Most federally financed programs have been concerned with vocational and agricultural education, and with basic literacy. The Library Service Act of 1965 represents a major turning point toward a broader concept of adult education. Title I of the Higher Education Act of 1965 carries this new policy further. The National Endowment for the Humanities is another indication of increasing Federal involvement in broad continuing education.

2. Government policy has held that Federal funds should be used to extend prototype institutions and programs. Emerging policy holds that funds may be used to create new educational forms and activities. The Smith-Lever and Smith-Hughes Acts implemented programs already developed and tested by the States or with private support. The developing view appears to hold that existing rewards, public and private, for innovation are insufficient to today's needs. Now adult education programs place high priority on innovation and experimentation. This is clear in the language and provisions of the Manpower Development and Training Act, the Area Redevelopment Act, the Economic Opportunity Act, and Title I of the Higher Education Act.

3. It has been accepted policy that the Federal Government has no responsibility for coordination of its adult education efforts. There is

an increasing belief that a pattern of coordination should be developed. Grave concern with fragmentation and overlapping in adult education has been expressed by Congresswoman Edith Green and Senator Robert F. Kennedy. Similar concerns are apparent in the Bureau of the Budget at the executive level. The top executive level has taken action through the formation of an Inter-Agency Committee on Education. Two major and conflicting interests in the Federal Government must be dealt with: first, the interest of various departments and agencies in extending their own programs; and second, the need for a coherent and balanced program for the entire Federal Government.

This is not to suggest that all adult education activities should be concentrated in one department. However, Title I of the Higher Education Act provides for a National Advisory Council charged with responsibility for examining all Federal Extension and Continuing Education programs. The Council is to report to Congress with suggestions for better coordination and planning.

4. Federal policy has put major emphasis upon Office of Education programs related to childhood and youth, and placed little emphasis upon adult education. Emerging policy suggests that the U. S. Office of Education should both sponsor adult education and coordinate Federal services and activities in the field. The Office of Education was formerly concerned primarily with vocational programs and library services. During the past few years, other adult education programs in community and higher education have been assigned to the Office, and this trend will probably continue. Adult education now shares Bureau status with vocational and library programs. Further, the Higher Education Act has allocated specific responsibilities for adult education information-gathering and coordination to the Office of Education. These are among the indications that the Government wants the U. S. Office to assume a more nearly central and leading role in adult education.

5. In the past Federal policy has called for work with and through only a few institutions in its "grants-in-aid" program. Emerging policy indicates that the Federal Government now will work with and through a variety of agencies. As recently as 1963, the General Extension Bill presented to Congress restricted Federal assistance to Land-Grant Colleges and State Universities. Title I of the Higher Education Act includes no such restrictions. Private education institutions may now participate in

policy at the State level through representation in State agencies or institutions, and may share in the grants made to States under Title I. Under the Economic Opportunity Act, private industry has been brought in as a prime contractor for broad educational programs.

6. Since the Federal Government worked through the "chosen instrument" policy in the past, there was little need to coordinate adult education at the State and local level. Emerging policy, resulting from the involvement of a number of agencies and organizations, calls upon the Federal Government to assume responsibility in assuring that its grants do not create imbalance and disharmony in the States. Federal legislation now provides for State agencies to coordinate programs at the State level and to develop effective and inter-related plans.

7. Past general policy called upon the Federal Government to establish broad policies and fiscal controls in grant-in-aid programs and then permit considerable freedom to State agencies. Currently developing policy provides for greater Federal responsibility and control over programs it initiates or finances. This tendency is seen in the specific requirements of new legislation and in the fact that annual or periodic enactments are replacing general bills such as those that often governed earlier programs. The Smith-Lever Act, for example, "permanently appropriated" funds for Cooperative Extension, while Title I of the Higher Education Act describes each program in detail and sets a five-year limit. The Federal Government is becoming an ever more closely involved partner in the conduct of adult education. It is becoming increasingly influential in shaping policy and exercising control.

Professor Houle's conclusions, nevertheless, should reassure those who fear that recent changes in policy mean that the Federal Government will dictate all policy and plan all programs:

"Policy is stated by a Congressional action or a presidental pronouncement but it is clarified and matured only by the operation of the program."

FEDERAL ADULT EDUCATION ARRANGEMENTS

The present Office of Education organization for adult education reflects past policy of the Office.

Thomas Van Sant, Assistant Superintendent, Division of Special Services, Board of Education of the City of New York, reports in a working paper that until the Supreme Court's 1954 anti-segregation decision, adult education—exclusive of vocational education—was only a small part of the Secondary Education Division.

Van Sant finds the first formal interest of the Office of Education resulting from the work of the Elementary and Secondary School Division in the closing years of the nineteenth century. Concern was not so much with education of adults but with the organization of school-related mothers' clubs to improve the education of their children. During the early twentieth century, the teaching of English to immigrants became a major concern.

During the 1930's, Dr. Katherine Cook, assisted by Dr. Alderman who joined the U. S. Office as an Adult Education Specialist, broadened USOE interest and provided professional leadership for the many forms of adult education that developed during the depression. It was, however, primarily the emergency agencies such as CWA and WPA which developed and implemented the innovative programs of the depression years.

Dr. Alderman retired during the Second World War. The position of Adult Education Specialist was kept open but was not filled until 1947 when an appropriation provided funds.

Dr. Homer Kempfer was appointed in 1947. His objectives were:

1. To make his office a clearinghouse for relevant data.

2. To call attention to the best adult education practices.

3. To serve as consultant or visiting expert.

4. To encourage public school systems to take a more active role in the expanded development of such educational services.

Kempfer was assigned one secretary whose services he was required to share with another staff member. He was limited to the munificent sum of five hundred dollars a year for travel. Van Sant reports that despite such drastic limitations, Dr. Kempfer was able "to transcend these limitations to take an active part in state, regional, national, and international conferences—and to give greater visibility to adult education than it ever had before."

In 1954, Kempfer was succeeded by Dr. Ambrose Caliver, formerly Assistant to the Commissioner for the Education of the Negroes, a position he continued to hold together with that of Chief of the Adult Education Section. He outlined as his goals the following:

1. Helping to increase awareness of the value of lifelong learning.

2. Helping to draw attention to good practices and outstanding programs.

3. Assisting in the identification of national trends with implications for adult education.

4. Encouraging the public to support adult education programs as an integral part of the school system.

5. Helping to bring greater clarity to goals and policies.

Dr. Caliver was provided with an assistant, and eventually two, but funds and personnel were severely limited. As a result, major emphasis was placed upon literacy education.

In 1962 the section became a Branch of the Division of Adult, Library, and Cultural Affairs and Dr. Edward Brice, formerly assistant to Dr. Caliver, became its head. National events and developments forced Dr. Brice to emphasize two programs: an emergency adult literacy program and consultative visits to all parts of the country.

The U. S. Office of Education was again reorganized in 1965. Four bureaus were created, one devoted to Adult and Vocational Education. This marked a pronounced shift in emphasis. At present, the Office is divided into five bureaus, including the Bureau of Adult, Vocational, and Library Programs.

This brief review of adult education activities within the Office of Education emphasizes the lack of past financial and administrative support to adult education, despite lip service.

Lack of financial support explains why the U. S. Office of Education never assumed proper leadership other than in vocational education. This weakness is no reflection on the hard-working staff. It reflects, rather, past lack of concern by USOE leadership.

FEDERAL ACTIVITIES IN ADULT EDUCATION

Scope of Study

A review of previous efforts to list educational activities in Federal agencies—even in a limited area such as the field of science—indicated that a complete report of adult education could not be obtained within the time scope of this study.

Hopefully, this study will serve as a first step in compiling a truly comprehensive study of adult education in the Federal Government.[2] It seeks also to outline the more important adult education programs now in existence and provides a capsule description of their nature. Hopefully, it will also serve as the foundation for a more complete guide to Federal programs in adult education. The following spell out the nature and sources of information about Federal activities included in this report:

1. This report covers adult education, continuing education, and extension programs sponsored, supported, or conducted by Federal agencies for their own staffs or others in support of the agencies' missions. It includes data describing these activities, excluding only in-service training programs conducted for a specific task or job. It also includes broad in-service and career training programs for Federal employees.

2. Data presented in this report are based entirely on information and figures already available within the various departments and agencies contacted.

3. Because of time and limited funds, educational programs in the field of international relations were not included.

4. Information secured was restricted to educational programs and did not include research grants.

Within these limitations, an attempt was made to identify and describe all programs of adult and continuing education in the Federal

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[2] Since its completion the Adult Education Association of the U.S.A. has published a Directory of Federal Aid to Adult Education which enlarges on the information secured in this study and Greenleigh Associates has prepared another report for the United States Office on Federal Programs.

Government. Sixty-one different programs in twenty-one departments and agencies were identified in the course of the study.

Overview of Federal Adult Education Activities

Data secured covers 65 different programs in 21 departments, bureaus, and agencies. The nature and extent of information provided varied from program to program.

1. Overall Expenditures and Participation. A total of $1,471,600,000 was budgeted for fiscal 1965 for the 44 programs on which budget figures were available. Participation in the 53 programs for which data regarding participation was obtained totaled slightly more than 27,010,000.

2. Departmental Expenditures and Activities. The three agencies spending the greatest amount of money on adult education were the Department of Health, Education, and Welfare, the Office of Economic Opportunity, and the Labor Department in that order (each of them spending more than $290,000,000).

Through the Federal Extension Service, the Department of Agriculture accounted for 16 million participants, although it ranked behind three other departments in annual expenditures.

The table on page 50 shows expenditures of funds and number of participants.

The Department of Health, Education, and Welfare allocations do not include National Institutes of Health research grants. HEW allocations include, among others, 20.5 million to the Office of Education (not including MDTA but including vocational education), 166 million NIH training grants (as differentiated from research grants), 18 million to Public Health Service for 4 programs, 147 million to Welfare for 5 programs, and 7.5 million to Vocational Rehabilitation for 1 program.

Because of the nature of the different programs, numbers of participants are not necessarily greater because of higher appropriations. Grants for graduate study are necessarily greater than those for workshops, institutes, or lecture programs. The National Science Foundation and Atomic Energy Commission spend much more per participant in their programs than is generally the case in other agencies. USDA grants are matched by State and county governments so that funds actually ex-

Department or Agency	Funds Allocated	Participants
Health, Education & Welfare[a] (17 different programs)	$601.0 million	4,442,147
Office of Economic Opportunity[b]	369.8 million	288,667
Labor[c] (3 programs)	291.8 million	381,168
Agriculture (3 programs)	67.1 million	16,079,392[c]
National Science Foundation (5 programs)	53.5 million	50,891
Civil Service Commission (1 program)	34.5 million	15,208
Defense (14 programs)	20.5 million	5,605,491
Interior (3 programs)	11.8 million	71,805
Commerce[d] (1 program)	10.0 million	-
Atomic Energy Commission (1 program)	9.2 million	3,614
Justice (2 programs)	1.7 million	34,828
Small Business Administration[e] (2 programs)	-	37,378
Housing and Home Finance[f] (1 program)	-	-
TOTALS - 56 programs	$1,471.6 million	27,010,588

[a] MDTA programs amounting to $285 million allocated to Labor Department rather than to HEW, although joint responsibility.

[b] Adult Work Experience Training and Adult Basic Education allocated to HEW figures.

[c] Persons registered in youth programs (4H) not included.

[d] Funds appropriated for Technical Service Act Program not allocated when figures collected.

[e] No direct funds allocated for local institutes and meetings.

[f] Program for development of professional planners, etc., authorized but not funded in last session of Congress.

pended for Cooperative Extension programs probably amount to about $200 million.

3. Initial Authorization of Programs. Most adult education programs have been started since World War II (32 of the 36 programs for which date of authorization was secured). More than half of the programs now in operation (19 out of 36) were begun since fiscal 1961. More programs were authorized in fiscal 1963 than in any other year.

4. Nature of Adult Education Activities. Programs are tabulated according to the four categories used in this study:

Education for vocational and occupational competence	44
Education for personal and family competence	1
Education for civic and social competence	1
Education for self realization	10

Some programs are multipurpose. These results were obtained after taking into consideration the kinds of tasks students are expected to carry out upon completion of training:

Vocational and occupational	44
Personal and family	11
Civic and social	8
Self-realization	12

Vocational and occupational competence is the objective of most Federal adult education programs. This continues the past emphasis within the Federal service that Professor Houle noted in his working paper. However, newer programs evidence an interest in areas beyond vocational competence alone. The evidence points to less future imbalance in Federal adult education.

5. Distribution of Responsibility for Programs. The bulk of grants for adult education programs identified in this study was made to institutions of higher education. The table on page 52 shows the breakdown of grants to agencies and organizations.

6. Description of Federal Agency Programs. The initial report included brief capsule descriptions of the 56 different government programs at this point as well as more complete descriptions of them in an Appendix. Since this report was first submitted to the Commissioner, the Adult Education Association of the U.S.A. secured permission to use this material as a basis for a further study of Federal programs (carried on under a grant from the Fund for Advancement of Education of the Ford Foun-

Recipients of Grants or Allocations		Number
Institutions of higher education		25
State education agencies		5
Individuals (professional training)		6
Federal agency directly responsible		7
Local education agencies		5
State welfare agencies		2
Local welfare agencies		2
Industry		5
Other:	transfer funds to other departments	1
	community groups	1
	small business development corporations	1
	State employment agency	1
	unions	1
	regional education centers	1
	public health agency	1
	Total	64

dation). As a result of the amplification of the material originally included in this section and of additional data secured, the AEA[3] published A Directory of Federal Support for Adult Education, in 1966. Because this more comprehensive and most useful Directory is now available through the Adult Education Association of the U.S.A., the charts which originally appeared in this part of the report are omitted.

In addition to the AEA expansion of this material, the National Advisory Council under Title I commissioned Arthur Greenleigh Associates to undertake another study of Federal activities in adult education. The Greenleigh report (not for general distribution) was submitted to the Advisory Council in the Spring of 1967.

SUMMARY AND RECOMMENDATIONS

Characteristics of Present Federal Activity

The foregoing review of Federal adult education highlights the following:

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[3] Supported by a special grant from the fund for the Advancement of Adult Education of the Ford Foundation.

1. The Federal Government is involved in a massive adult education program touching almost every department and agency. These programs cost almost $2 billion annually and involve participation, at least in limited degree, of about 30 million persons.

2. There appears to be no basic philosophy, master plan, or considered objective followed by the Federal Government in the adult education field.

3. There has been a great increase in funds and in the number and kinds of programs during the past decade, and this activity is expected to become still greater.

4. The Federal Government is assuming an ever greater role in adult education leadership and is promoting new programs instead of only giving support to tried and tested activities.

5. Both within the Federal establishment and outside it, adult education is being carried on by an increasing multiplicity of mechanisms. Federal grants are playing an increasingly important part in educational institutions and private industry.

6. Federal activity in adult education now goes far beyond vocational and occupational training and into such areas as family and consumer education, civic involvement, and personal development.

7. Federal programs are scattered among many agencies and, in some instances, responsibility for a given program is delegated to more than one subdivision of an agency. Because of this, it has become difficult to locate responsibility for adult education programs.

8. Despite such scattering, the Office of Education has been given greater responsibility for coordinating and developing continuing education activity within the Federal Government.

Coordination of Information and Activities

The foregoing suggests that the Federal Government will become increasingly active in adult education and that the U. S. Office of Education will have increasing responsibility for bringing order into presently unrelated programs. The following outline reports on present arrangements for coordination of information and activities:

1. Until now, there has been no major effort to identify and docu-

ment the adult education programs carried on by different Federal departments and agencies.

2. No satisfactory procedure yet exists for gathering continuing data about Federal activities, expenditures, or programs in adult education.

3. Because of this gap, it is almost impossible to integrate adult education programs at the local level or to mount any massive effort to use Federal programs to meet local needs.

4. No means now exist to prevent overlay or duplication as new programs are developed and implemented. Because adult education responsibility is scattered, the Bureau of the Budget finds it difficult to bring order into adult education expenditures. Complexity is compounded at the legislative level because so many different Congressional committees have authority over legislation and appropriations.

5. There now exist a number of mechanisms for better future coordination. The Inter-Agency Committee on Education, authorized by Executive Order in 1964, can be an important instrument if sufficiently activized. The National Advisory Council on Extension and Continuing Education, created under Title I of the Higher Education Act of 1965, has specific authority to review program administration effectiveness.

Recommendations for Action

Under the authority granted by the Higher Education Act of 1965, the National Advisory Council should appoint an Inter-Agency Committee on Extension and Continuing Education. This Inter-Agency Committee, staffed by the Bureau of Adult, Vocational, and Library Programs of the U. S. Office of Education, should be responsible for the following:

1. Preparation of a public document, based upon the expanded study, to provide information to agencies, organizations, and the interested public on operative Federal programs. This document should include information on available financial and program assistance to the community, institution, and individual.

2. Making recommendations for establishing information clearing houses at the State and/or community levels.

4. Developing a statement of philosophy, together with national adult

education goals, covering Federal responsibility. This could serve as a guideline for present and future activities and for new legislation.

4. Arranging for consultation among Federal agencies planning new legislation to prevent needless duplication and overlap, and to fit new programs into national goals. It is recommended that the Bureau of the Budget play a major role in such consultation.

5. Examining the need for future study and action to create more effective information pooling, joint planning, and information dissemination.

6. Improving coordination of adult education programs at the local level.

CHAPTER IV

NATURE AND EXTENT OF NON-FEDERAL ADULT EDUCATION ACTIVITIES

If it is difficult to obtain sound information regarding Federal adult education programs, it is much more difficult to obtain such information about nongovernment programs. Nonetheless, this information must be compiled for national planning; to counter wasteful overlapping and competition; for publication and dissemination of information; for planning and implementation of nationwide adult educator training; and to determine the controls, supervision, and accreditation required for this expanding field.

Because general agreement on definition of terms is still lacking, because of the lack of current reporting procedures, and because of the magnitude of the task, it was necessary to limit this investigation to available information on adult education programs and on their enrollments and procedures. It was also essential to identify sources of additional information and to suggest methods for compiling future information.

For purposes of this study, institutions and organizations offering adult education are listed under these 13 categories:

- Established Educational Institutions
- Industry and Business
- Labor
- Voluntary Associations
- Church and Religious Organizations
- Health Organizations
- Group Work and Welfare Organizations
- Museums, Art Galleries, and Performing Arts Institutions
- Libraries
- Correspondence Study Organizations
- Mass-media
- Proprietary Organizations
- Publishers

More than 50 letters requesting information were sent to applicable organizations. These letters requested statistical information on the kinds and scope of programs, estimates of participation where firm figures were not available, other possible sources of information regarding each particular kind of program, plans for gathering future data, views regarding the need for information, and ideas for assembling it. Information contained here is based upon questionnaire responses and interviews with qualified persons experienced in gathering adult education statistics and information. In describing each category, efforts were directed at reporting upon:

The scope and nature of available information.
Estimates of activity within each category.
Sources for information.
Recommendations for dealing with these sources.

Because of the greater availability of information, descriptions of "Established Educational Institutions," "Industry and Business," and "Labor" are presented in narrative style. Other categories are described in summary form to avoid needless repetition resulting from scanty data.

SOURCES FOR OVERALL INFORMATION ON ADULT EDUCATION

This section seeks to describe a number of more valuable studies of adult education programs and participation for reference purposes. Other studies in special fields referred to in this chapter relate to information regarding each of the 13 categories.

Nationwide Overall Studies of Participation

1. Volunteers for Learning. Report of study by the National Opinion Research Center (financed by a grant from the Carnegie Corporation) made by John W. C. Johnstone and Ramon Rivera in 1962 is a highly comprehensive study of participation in adult education. (See resume of some of the findings in Chapter Two.) This report contains plans for updating material which could serve as base-line figures for future census study.

2. Current Population Survey, Bureau of Census, October, 1957. One time interim census study carried out with aid of 1957 grant from Fund for Adult Education and sampling study of participation in adult education. Estimates of participation are low due to a limited definition of

adult education and total exclusion of persons involved in correspondence study, independent study, and educational television. No subsequent studies were conducted by Bureau of Census.

Organized and Continuing Statistics on Adult Education Participation

Enrollment Statistics and Subject Categories. Report of the Joint AUEC-NUEA Committee on Minimum Data and Definitions. Annual figures cover enrollments in different subject matter areas in classes, conference institutions, workshops, and correspondence studies carried on by AUEC and NUEA institutions in the United States and Canada (six Canadian institutions included).

This is the only regular annual source of U. S. adult education statistics.

Specialized Base-Line Studies

1. Studies financed by Fund for Adult Education, 1951-55

a. Adult Education: A Directory of National Organizations represented in the national organizations of the Adult Education Association of the U.S.A. published in New York in 1954; this report, now out of print, did not include total statistics or descriptions of programs carried on by the national organizations but listed organizations and provided general description of their activities.

b. Rural Social Systems and Adult Education. A report of rural and agricultural adult-education programs prepared in 1953 by Charles P. Loomis et al. for the Association of Land Grant Colleges and State Universities.

c. Management Education for Itself and Its Employees. Study done in 1954 by Lyndell F. Urwick of the American Management Association describing, in broad terms, management programs in adult education.

d. Adult Education in the Public Libraries. Study made for the American Library Association by Helen Lyman Smith in 1954.

e. A Study of Urban Public School Adult Education Service Programs of the United States carried out by the Division of Adult Education Services of the NEA in 1952.

f. Union Education Survey. This study of labor education activities was prepared by Mark Starr in 1951 under an FAE grant.

g. University Extension in the United States. Study made by Jack Morton in 1953 for the National University Extension Association.

2. Handbook of Adult Education in the USA. This series of articles edited by Malcolm Knowles for the Adult Education Association of the USA was published in 1960 with partial support from the Fund for Adult Education. It includes descriptive chapters about adult education carried on by the following kinds of institutions: Business and industry, colleges and universities, cooperative extension services, government agencies, voluntary health organizations, independent and residential schools, international organizations, labor unions, libraries, mass-media, museums and art institutes, proprietary schools, public schools, religious institutions, voluntary social welfare organizations, and general voluntary organizations. Much of this study is dated, since material was assembled before 1960.[1]

3. Clark and Sloan, Studies of Adult Education Participation. These pioneering studies of adult and continuing education programs outside the established school system are prepared by professor Harold F. Clark, formerly of Teachers College, Columbia University, and Harold S. Sloan of Fairleigh Dickenson University. Already published for the Institute for Instructional Improvement, Inc., by this team are:

Classrooms in the Factories, 1958 - describing continuing education in industry and including without distinction, education and training.

Classrooms in the Stores, 1962 - describing continuing education programs in retailing establishments.

Classrooms in the Military, 1964 - broadly describing educational activities in the various defense agencies.

A study of programs offered by some 32,000 schools and organizations not listed by the U. S. Office of Education was being completed at the time of this study. This document was to include an overview of proprietary school, nonprofit agency, and non-employee industry adult education programs. The study was expected to cover a range from language study through the dance and bridge-playing skills. Dr. Clark has expressed the view that a fifth study covering educational programs offering individual and independent studies is in order.

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[1] An updated revision of the Handbook is scheduled for publication by AEA in 1970.

State Studies

No regular studies of State adult education activities were found. In a few States the Department of Education secures limited information on adult education classes in the public schools. The California State Department of Education makes a payment to local school authorities for participants in adult education programs. In most States, however, no such information is available. So far as can be determined, no State maintains a system to obtain information on nonpublic-school adult or continuing education programs. Except for home-study and teacher education, where regulations exist, the Better Business Bureau is sole guardian of standards.

Thirty-one State associations or councils of adult education existed in 1959, although there was little uniformity of pattern, program, or organization. Some sought to provide a common meeting ground; some published occasional newsletters; a few attempted program cooperation or coordination of activities. So far as can be determined, none has issued comprehensive or continuing information or statistics.

One-time studies of higher adult education activities have been made in a few States, notably Pennsylvania, Ohio, and the northern part of Indiana.[2] Some data on college and university continuing education is available.

Local Studies and Directories

A few communities have attempted to develop directories of adult and continuing education activities. In 1954, thirty-three adult education councils were listed. Of these, twenty-eight were "fully functioning" according to Edward B. Olds who made a study of adult education financing at that time. These councils sought to publicize and promote programs of all agencies. A few issued some kind of directory of local adult education opportunities and programs. By and large, these Adult Education Councils have not continued to flourish and are not presently a forceful and viable factor in adult education, despite the Adult Education Association efforts to foster their development.

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[2] Subsequent to the writing of this report, the Committee of Higher Adult Education and the American Council on Education commissioned a Study of Higher Adult Education and the Academy for Educational Development carried on another Study of Higher Continuing Education in 1968.

The Educational Exchange of Greater Boston annually publishes Educational Opportunities of Greater Boston, a local directory that might well serve as a prototype for other communities. Useful adult education information was presented regionally in Facts About New England Colleges and Universities, issued in 1964 by the New England Board of Higher Education.

At the local level, as at other levels, only a few scattered efforts have been made to compile and publish adult and continuing education information. While there are a few useful prototypes, this area largely remains a void.

INSTITUTIONAL AND ORGANIZATIONAL ACTIVITIES IN ADULT EDUCATION

College and University Adult Education

Current and continuing enrollment statistics covering adult and continuing education programs are available for 239 U. S. and six Canadian AUEC and NUEA institutions through the joint AUEC-NUEA Committee on Minimum Data and Definitions.

The following general 1964-1965 enrollment information is from AUEC-NUEA data:

CLASS ENROLLMENTS

DEGREE CREDIT	NO.	%
Male	569,860	37.97
Female	359,526	23.95
Total Degree Credit	1,116,958	74.42

CLASS ENROLLMENTS (continued)

NON-DEGREE CREDIT	NO.	%
Male	37,415	2.49
Female	24,303	1.62
Total Non-Degree Credit	74,872	4.99
NON-CREDIT		
Male	156,444	10.42
Female	105,792	7.05
Total Non-Credit	319,047	21.26
TOTALS		
Male	763,719	50.37
Female	489,621	31.51
GRAND TOTAL	1,500,956	*

CORRESPONDENCE ENROLLMENTS

MALE	NO.	%
Degree Credit	56,078	45.00
Non-Degree Credit	2,428	1.95
Non-Credit	6,954	5.58
High School	27,129	51.19[†]
FEMALE		
Degree Credit	48,426	38.86
Non-Degree Credit	941	.76
Non-Credit	2,435	1.95
High School	25,297	47.73[†]
TOTALS		
Degree Credit	111,255	*
Non-Degree Credit	3,622	*
Non-Credit	9,745	*
High School	52,995	*

DISCUSSION GROUPS

Discussion Groups Carried	1,993
Total Registrations	51,777

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[*] Since only totals were furnished by some institutions, the percentages are not equal to 100%.

[†] High School percentages based on high school enrollment only.

The AUEC-NUEA statistics show:

A total of 4,354,000 registrations for classes, correspondence education, conferences, institutes, workshops, and discussion groups (compared to the 3,460,000 estimated by the NORC study).

A total of 1,730,000 enrollments in classes and correspondence programs (compared to 2,640,000 estimated by the NORC study).

The joint report also includes courses offered and registrations for each of the 245 reporting institutions, together with a general summary of registrations by subject matter categories.

Junior and Community Colleges

There are nearly 700 junior and community colleges in the United States serving 750,000 students. One major task of these institutions is "community service and adult education." Nevertheless, statistics covering the nature and scope of junior and community college adult education are nonexistent.

The sole community college adult education data discovered for this study were contained in an article in Adult Education, Summer Issue 1965,[3] entitled, "The Public Junior College Adult Education Administrator." This study of returns received from 333 schools reported that one hundred and twenty-seven adult education administrators were employed in 101 of these institutions. Forty-four per cent of these administrators were employed in California; 11.9, in Florida; 11.1, in New York; and the same per cent in Texas; the others were distributed among seventeen additional States. Of this group, 67 or 51.9% had been employed during the period from 1960 to 1963. A query revealed that 73.8% of the group had a master's degree and 21.4% had a doctorate.

No figures describing the kinds of courses and programs offered or number of persons enrolled in adult education were available from the American Association of Junior Colleges or elsewhere.

The American Association of Junior Colleges does not now have any commission or committee especially concerned with adult education.[4] Individual adult educators in the junior colleges are eligible to join the National Association of Public School Adult Educators and some have done so.

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[3] Another overview of community college activity in continuing education and community service is included in an article, "The Community Dimension of the Community College," published in Adult Leadership in February, 1968.

Correspondence with officers of the American Association of Junior Colleges indicates that they are becoming concerned and feel that action is required to provide for professional development and communication among community college adult educators. Action by the U. S. Office of Education to compile community college adult education statistics and information would be welcome, since the institutions do not plan to compile such data.

Based on conversations and a cursory review, it appears that a great variety of adult education programs are offered by community colleges. Night credit courses are most widespread. There are also a broad spectrum of informal courses with heavy emphasis on recreation and hobbies. Adults registered for regular credit work generally are included in the regular program rather than in any special adult education category.

A few cities now provide excellent prototype programs of adult education for all groups in the community. An outstanding example is the Flint (Mich.) community schools which offer programs aimed at all income levels, including art and cultural subjects, vocational and technical courses, basic fundamental literacy, family-life, and consumer education. Most community college adult education is aimed at middle and upper income groups.

It seems probable that adult education in these institutions will increase numerically and also in proportion to their total activities. Funds provided under Title I of the Higher Education Act of 1965 are available for use in junior and community colleges. There are signs that the availability of such funds is already stimulating greater interest at both the national and local levels.

Since junior and community colleges will probably assume an increasing responsibility for adult education below the university level and in the recreational and hobby area, it is extremely important to determine present activity, develop policy and goals, and provide a national clearinghouse for information, assistance, and consultation.

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[4] A Committee on Adult Education of the AAJC was subsequently established in 1967.

Public School Adult Education

The National Association of Public School Educators, an organization of individual practitioners, has sought to stimulate public school adult education for more than a decade through annual conferences, "how-to-do" publications, and regional and State meetings. It played a major role in the establishment of adult education agencies within State departments of education during the late fifties and early sixties. NAPSE today is an active organization of public school educators and, as such, represents an important influence in the field.[5]

Except for 1958, NAPSE has published regularly the "Annual Survey of Selected Salary and Program Data in Public Schools." This is the only regular data published on public school adult education. The 1964 survey provides salary data, which is not covered by this study, plus the following data:

Of 622 schools in 49 States responding to the NAPSE questionnaire:

480 (77.2%) offered some kind of adult education.

These 480 schools reported:

38,522 part-time teachers of adults and
11,207 full-time teachers of adults.

NAPSE estimated that

there are 110,000 part-time and 7,600 full-time teachers of adults in public schools.

Of the 480 respondents, 65 granted elementary diplomas to 2,993 persons and 269 granted secondary diplomas and certificates of equivalency to 84,806 persons.

Elementary level subject enrollment numbered 11,323. Secondary enrollment for credit and non-credit courses, including vocational and technical, was 455,012 in 321 programs.

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[5] It has since 1966 played an important rôle in furthering adult basic education, in securing the transfer of this activity from OEO to the U. S. Office of Education and increasing appropriations to the annual level of fifty million dollars for the fiscal year 1967-1968.

A now outdated publication of the U. S. Office of Education, Statistics of Public School Adult Education, for the years 1958-1959 reported that about 2,000,000 adults were enrolled in public school adult education.

Continuing Teacher Education

The National Commission on Teacher Education and Professional Standards of the National Education Association gathers important information concerning teacher-education institutions and teacher-continuing education programs. During 1963 and 1964 alone, the Commission sponsored eight regional conferences on in-service and other teacher continuing education. These regional conferences are reported in The Development of the Career Teacher: Professional Responsibility for Continuing Education, published in 1964 by the NEA. While the report provides no statistical data on teacher continuing education, it offers an overview of present activities and future needs.

Commenting on this study, Roy A. Edelfelt, Associate Secretary of NCTEPS, said:

> In our field we are concerned about the lack of information on the people who might participate in continuing study. We need to know much more than how many teachers there are with various levels of preparation. . . . Another factor to consider is the evolving nature of the teaching profession. . . . We hope to have some part in influencing the constructive direction of such a broad concept.
>
> Conceivably, a completely new specialty could develop in personnel work, a person who has expertise in assessment, diagnosis, and guidance for the continuing education of teachers.

ADULT EDUCATION IN BUSINESS AND INDUSTRY

Extent and Nature of Information

Although business and industry are probably the major single source of adult education and training, there are no reliable estimates of programs, enrollments, or industry outlays.

A request from Bill D. Moyers, then Special Assistant to the President, to the U. S. Chamber of Commerce in November of 1964 highlights the need for statistical data. Moyers requested the Chamber to provide "information or to suggest ways to find out what business and industry are doing" in education and training.

John R. Miles, manager of the U. S. Chamber of Commerce Education Department, wrote on October 1, 1965: "As Dr. Clark (author of Classes in the Factories) has repeatedly pointed out 'no governmental agency at any level (local, state, or federal) attempts to collect statistics on these many adult education processes other than those of the formal variety.'"

Investigations made in connection with this study provided added evidence that no statistics are collected by nongovernmental organizations. The U. S. Chamber of Commerce, the American Management Association, the National Industrial Conference Board, and similar organizations were requested to furnish data. No comprehensive studies or data were available.

The U. S. Chamber of Commerce's report on "the tremendous investment of business and industry in various types of adult education - estimated to be from $5 to $15 billion annually" illustrates the lack of adequate figures. Mr. Miles further states: "This business investment in adult education is not here identified in national statistics. As a result, most people grossly underestimate the proportion of our GNP now devoted to upgrading the human resources of this country. Utterly fallacious comparisons are too often made between investments of the United States, in formal education and the total investment in human resources of planned societies such as the Soviet Union."

Estimates of Adult Education Activity and Expenditures

The Chamber of Commerce has estimated business outlays at $15 billion, and Frances Keppel, while U. S. Commissioner of Education, used a $17 billion figure.

Lawrence Appley, President of the American Management Association, estimated that "the number of managers enrolled in formal management training programs within their own companies, in universities and colleges, with management consultants, or in professional training societies have grown from 10,000 a year in 1948 to over 600,000 in 1962." The AMA estimated that in fiscal 1963 alone some 78,000 men and women from all States and 80 foreign countries attended more than 1,200 AMA meetings.

The National Opinion Research Center reported that 1,860,000 persons attended business-sponsored classes, lectures, talks, or discussion groups in 1962.

Clark and Sloan have avoided estimates of numbers of persons involved but provide the following information on the number and kinds of programs:

> They report that of the 582 largest corporations:
>
> Between 61.4 and 89.0 per cent offer educational activities of some kind.
>
> Between 41.0 and 70.5 per cent offer programs within the jurisdiction of the corporation and outside, and between 17.4 and 46.8 per cent offer these activities only within the jurisdiction of the corporation.
>
> Between 58.4 and 100 per cent offer some kind of educational opportunity.
>
> Between 58.5 and 87.9 per cent use their own personnel as part- or full-time teachers, while between 29.0 and 58.9 per cent employ college professors or other outside specialists.
>
> In retailing, they report:
>
> Of 36 of the largest retail establishments reporting, only 3 reported no educational activities.

In general, Clark and Sloan found that most large industrial corporations and retail establishments carried on educational activities but that such programs diminished as establishments became smaller.

The Chamber of Commerce has asserted that 80 to 90 per cent of all vocational and technical training is supported by business and industry. It also holds that some 32,000 proprietary schools provide technical and vocational training with support from business and industry.

Iron and Steel Institute reports, based on data supplied by major firms employing at least 350,000 workers, indicated 405 formal in-company training programs, and 700 apprenticeship programs. The data also showed that 120 programs were conducted by outside organizations. These latter programs covered technical subjects, equipment operation, interpersonal relations, and social sciences. Eighty-four per cent of employees enrolled in outside courses received technical training.

In reply to a letter, Bertis E. Capehart, Director, Education Department, American Iron and Steel Institute, said:

> The steel industry is undergoing great technological changes and the industry expects some expansion of on-the-job training in the years

> ahead. To meet this necessity to retain and upgrade its employees they will need to utilize to the utmost every "outside" training resource of schools, suppliers, and specialist training institutions. Finally, if training for the ability to handle a specific job is in question, the probability is that only an in-plant training program could handle this efficiently.

In its reply to Mr. Moyers on January 5, 1965, the President of the U. S. Chamber of Commerce commented:

> In the field of vocational education, the total programming of business is considerably larger than that of all the high schools in the United States combined. This training ranges from the simplest of orientation programs for factory workers to highly technical courses for top management.
>
> While the dispersion of management control prevents many major corporations from providing total assessment of their education and training programs, they have uniformly reported that their factories and distribution outlets have orientation periods for all workers. Where jobs are comparatively simple, these orientation courses may be the only formal training given; where the jobs relate to the operation of machines, on-the-job instruction is usually provided. As the level of responsibility progresses, the length of training periods increases. Many companies have such a sequence of programs that workers can advance continuously into the more highly skilled technical jobs or supervisory work.
>
> All our evidence thus points to the fact that among skilled and semi-skilled workers a high proportion of the training they receive has been acquired through courses given within business and industry; and that in many businesses training becomes almost continuous for those in the labor force that remain within that particular company. Literally thousands of such specialized courses are thus provided for their employees or prospective employees; and several million people are trained each year by American business with an expenditure of billions of dollars.
>
> In summary, we find that any student of American business today will be impressed by the enormous variety of education and training that goes on at all levels of the labor force. In fact, the ability to get a job and to advance today depends largely on the capacity and desire of an individual to continue with his education and training. Business supplies virtually all of these education and training opportunities inside of the company or through arrangements with proprietary or other formal education institutions. Our research indicates that as much as 80 or 90 per cent of all vocational and technical training going on in this country is provided or supported by business and industry in one form or another. Some of this training, of course, is done in formal classrooms, with a major fraction of it through on-the-job training.
>
> One of the major resources for vocational-technical training which receives its primary support from business and industry is that provided by proprietary schools in this field. There are some 32,000 such schools in the United States that provide opportunities for high school dropouts as well as high school graduates and adults.

Reports Available or in Preparation

Special studies in progress or planned are expected to examine some aspects of business sponsored education and training. None, now in prospect, are expected to provide an overall picture.

1. The American Council on Education, under the direction of Edward Katzenbach, is undertaking a study of business-sponsored continuing education carried on by universities. The survey's focus will be on extension programs in business education. According to an ACE memorandum: "The project being undertaken by the Commission on Administrative Affairs is a survey, not a study; it will not seek to catalogue all of the education presently being done in-house and within institutions by business and industry nor will it attempt to investigate what is being done by higher education for business and industry. The objective of the survey is to alert college and university presidents to needed policy decisions in post high school education whether at the junior college level or at the post graduate level." The survey will also seek data on major education programs of both profit-making and non-profit organizations.[6]

2. The Committee on Economic Development is also studying continuing education in a limited number of large industries. This study, under Lawrence Keegan of CED, has been approved by the CED Board and was begun in 1966. It is concerned chiefly with the total learning climate in industry and will offer recommendations governing industry's role.

Business and Industry Adult Education Policy

Business and industry adult education policy questions cannot be answered intelligently without better information on the scope and nature of present programs. Among questions that must be answered are:

1. How should costs of retraining workers displaced by changing technology be met? Should costs be viewed as a cost of industry or should government meet some part? What is happening now?

2. What is the most effective kind of pre-employment occupational

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[6] A resume of this study, Changing Patterns in Continuing Education for Business, by Sally J. Oleon, was published in late 1967 by CSLEA.

and vocational training? Should training be broad-based in the schools, with industry responsible for specific job training? How should vocational occupational and specific job training costs be met?

3. Who should be responsible for management development and training? Industry? Management associations such as AMA? The universities and schools of business? What is the most effective means of preparation for managerial responsibility? Or, how should various training and education levels be combined?

4. Should business provide education programs on a profit basis in areas of special competence? Would the Nation's occupational education needs be better served through proprietary schools established by major enterprise? If so, how should costs be met?

5. Is national policy better served by primary contracts between Federal agencies and private business for educational and training programs as had been the case with urban Job Corps centers, or should these activities be limited to educational organizations or agencies? What would be the results of any major shift in policy toward private industry?

Proposals for Coping with the Problems and Policy Questions

In broad terms, three actions are required to deal effectively with this aspect of adult and continuing education:

1. Procedures must be developed to compile more realistic, current, and continuing information and statistics on business and industry education and training programs.

2. Major policy problems that have already arisen and which may arise must be identified.

3. A mechanism must be established to permit all interests concerned—government, industry, labor, the educational establishment—to develop policy and future directions.

The need for more realistic information was noted by the Chamber of Commerce in its reply to Special Presidential Assistant Moyers:

> While there may be some situations in some communities requiring the establishment of additional training facilities, we believe

> that a major effort should be made, first to get community inventories of existing facilities, second to see that all people are acquainted with the range of training opportunities now available, and third that an equally strong attempt should be made to inform individuals about the importance of using such facilities on a continuing basis.
>
> To achieve this we feel that in each community in the United States there should be set up a voluntary committee to maintain a current and complete inventory of the vocational and technical training facilities available and to strengthen communications with all segments of society about the existence of such facilities.

The need for taking inventory of non-federal vocational and technical training facilities closely parallels the need for similar inventories of all Federal adult education programs.

The U. S. Chamber of Commerce letter goes on:

> Let me suggest that leaders of various federal programs in the field of vocational and technical training might spend a very profitable day discussing programs and methods of training now being provided by the business community. If you feel that such a seminar would be useful, the National Chamber would be pleased to sponsor and plan such a program and to secure outstanding training leaders of business firms to participate in such a discussion.

These recommendations are proposed to implement the broad needs as well as the Chamber's proposals:

That a seminar of two or three days be planned by the Bureau of Adult, Vocational, and Library Programs of the U. S. Office of Education, possibly in cooperation with the Bureau of Research, and that the participation of major business and industry associations and organized labor be invited.

That the seminar include within its discussions the development of local committees to gather and maintain local inventories of technical, occupational, and vocational opportunities, including those offered by business and industry.

That the seminar perhaps consider the creation of a few committees on a demonstration basis.

That the seminar discuss the feasibility of extending the scope of local committee responsibility to include non-occupational adult education.

That the seminar establish a special subcommittee to examine and define policy questions to help guide business- and industry-sponsored education and training.

That an agenda be developed at the seminar for a follow-up study, investigation, or consultation to help establish national policies.

ADULT EDUCATION IN LABOR UNIONS

Extent and Nature of Information

There are no firm figures, continuing statistics, or even gross estimates of enrollments in union education programs carried out by the unions or through university or college extension.

Neither the AFL/CIO or university labor education departments were able to supply data, and inquiry showed that none are being compiled.[7]

Estimates of Adult Education Activities

Some relevant figures on participation are included in Labor Education, a study report on needs, programs, and approaches by Joseph Mire, published by the Inter-University Labor Education Committee in 1956. Since there has been but a small change in the labor education picture in the past decade, these figures are still largely germane. The report found:

An estimated 200 full-time educational practitioners engaged in labor education activities in unions, universities, and other associations.

About twenty-nine national and international unions employed at least one full-time education official and conducted effective labor education programs.

Seventeen State federations had full-time educators and effective and continuing education programs.

There are no figures on regular education programs of local unions.

Fifteen universities maintained year-round labor education programs, including classes, discussion programs, summer institutes, and other educational workshops and institutes. Twenty other universities offered occasional courses, institutes, and workshops in labor education.

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[7] A study of labor education activities in the United States was being undertaken by the National Institute of Labor Education in 1967.

Eleven voluntary organizations or associations, including the Association of Catholic Trade Unionists, the American Friends Service Committee, the Jewish Labor Committee, the National Labor Service, the Negro Labor Committee, and the American Library Association offered labor education programs in 1965.

Sources of Information

A chapter by Joseph Mire in the 1960 Handbook of Adult Education provides a general overview of union-sponsored adult education. It describes the institutional setting (unions) in which such education is carried on, gives a brief picture of the historical development of labor education, discusses briefly and in general terms the present status and trends, and discusses major current problems and issues. Universities and Unions in Workers' Education, by Jack Barbash, Harper and Brothers, 1965, also provides some pertinent information.

Trends and Directions

Several programs suggesting the future of labor education are worth noting. A contract held by the International Brotherhood of Electrical Workers in New York requires employers to make direct payments to an educational fund used to send members to a residential educational center on Long Island. This center offers week-long courses in liberal education as well as job-related or union-management courses. The United Steelworkers of America joins with universities throughout the country to conduct some 20 summer programs. Participants attend one week each summer for four years, progressing from seminars on union affairs the first year through community problems, international problems, and liberal arts. The United Automobile Workers of America, the Communications Workers of America, the Amalgamated Clothing Workers, the International Ladies Garment Workers, the International Association of Machinists, and others offer broad educational programs in residential summer schools, as well as winter programs at union halls and universities.

Union bargaining programs seeking the shorter workweek and longer paid vacations may have a continuing impact upon adult education needs and demands. The IBEW residential school program and education fund is a direct outgrowth of the New York affiliate's drive for a shorter workweek. While interrupted by present demands of the economy, the United Steelworkers' success in negotiating a 13-week sabbatical every five years for long service workers is expected to be a trailblazer. Between 30,000 and 40,000 Steelworkers were on such sabbaticals during 1964.

Proposals and Recommendations

Representatives of labor should be included in a seminar to be called by the USOE to discuss the compilation of accurate data on adult education carried on by business, industry, and labor. Pending a long-term and continuing arrangement to obtain regular statistics on labor education programs, it is proposed that the USOE contract with a university now carrying on a labor education program or with the National Institute of Labor Education for a comprehensive base-line study of labor education programs.

Efforts should be made to determine how workers respond to added leisure. To this end, it is proposed that the Research Bureau of USOE study the experience of steelworkers. This study is required for more effective adult education to meet the needs of the more leisured world ahead.

NOTE: Data on the following ten categories are presented in summary form.

ADULT EDUCATION IN VOLUNTARY ORGANIZATIONS AND ASSOCIATIONS

Statistics on Adult Education Activity

No statistics are collected regularly by individual organizations, the Adult Education Association, or its Council of National Organizations.

Estimates of Activity
(For those groups providing data)

General Federation of Women's Clubs reported that 33 chapters had education programs in 1964-65 and that 4,164 women enrolled in reading courses.

The League of Women Voters has 145,000 members, most of whom are involved in unit study groups. The National Congress of Parents and Teachers reports 46,755 member units, with 14,496 having parent and family education committees. Fifteen thousand study group meetings enrolling 121,000 used PTA group discussion materials. More than 16,000 PTA leaders attended parent education workshops and leadership institutes.

The NORC study found that 2,240,000 adults participated in programs offered by community organizations, including Y's, community centers, libraries, and museums.

Studies of Adult Activities

Volunteers for Learning, op. cit., Handbook of Adult Education in the U.S.A., op. cit.

No studies planned or in progress.

Need for Information and How It Might Be Obtained

Eugene Johnson, Executive Director of the AEA, has reported a need for data and proposed:

> The two most logical organizations to do this are the U. S. Office of Education or AEA. If the Office of Education is going to keep statistics on other than public and formal institutions, I believe this could fit into the data-collecting work of the Office. Otherwise, I believe AEA should do it. Certainly we are asked enough questions on this and other matters for which no quick and easy answers are available. We regret that we do not have the resources to collect and disseminate such information.

CHURCH AND RELIGIOUS ORGANIZATIONS

Statistics on Adult Education Activity

No regular statistics are collected by any central organization.

Estimates of Activity

The NORC has reported that 3,260,000 persons attend church-sponsored adult education programs, compared with 2,640,000 in college and university programs. Including students in colleges, school, and other organizations, participation in religious adult education programs numbered 3,820,000. Of these, 3,480,000 took part in traditional religious training, 180,000 in religion applied to everyday life, and 220,000 in religious, moral, and official education.

Robert S. Clemmons' book, Dynamics of Christian Adult Education, indicated 15,000,000 American adults participate in church-sponsored education.

Writing in the Handbook of Adult Education in the U.S.A., Edward R. Miller noted that national religious organizations are establishing departments of adult education. Miller found that many already employ full-time staffs, and national adult education councils or commissions. He further reported that churches, synagogues, and related organizations are promoting group and community adult education, as well as religious education.

The National Catholic Adult Education Commission, the Commission for Adult Education of the Division of Christian Education of the National Council of Churches, the Department of Adult Jewish Education in the B'nai Brith, and others now play an important part in adult education, but no figures are available from them.

Studies of Adult Religious Education Activity

Further information on church-sponsored education is provided in the following sources:

Clemmons, Robert S., Dynamics of Christian Adult Education, New York, Abingdon Press, 1958.

International Journal of Religious Education, Vol. XXXV, No. 9 (May 1959). A special issue on "The Christian Education of Adults."

Keeler, Sister Jerome (Ed.), Handbook of Catholic Adult Education, Milwaukee, The Bruce Publishing Co., 1959.

McClellan, Malcolm, The Catholic Church and Adult Education, Washington, Catholic Education Press, 1935.

Noveck, Simon, "Toward a Curriculum for Adult Jewish Education," Central Conference American Rabbi Journal (June 1957), Philadelphia, Press of Maurice Jacobs, Inc.

Noveck, Simon, Adult Jewish Education and the American Synagogue
New York, National Academy for Adult Jewish Studies.

Sources of Information

National Catholic Adult Education Commission. The Commission for Adult Education of the Division of Christian Education of the National Council of Churches. The Department of Adult Jewish Education in the B'nai Brith.

Problems and Recommendations

1. The huge gap between Clemmons' estimate of fifteen million participants in Christian adult education alone and NORC figures of slightly over three million in church-sponsored programs requires investigation. Accurate figures are a major problem.

2. Because churches include adults at all socio-economic levels, their adult education can become important in reaching the poor for literacy and other adult education.

3. It is proposed that USOE undertake a study of adult education programs carried on by religious organizations. Findings should be discussed with key religious leaders to determine how the churches may be utilized as an ever more effective channel for reaching the underprivileged.

HEALTH ORGANIZATIONS

Statistics on Adult Education Activity

No statistics are collected regularly by either governmental or nongovernmental associations. Individual organizations, such as the American Medical Association and the American Cancer Society, maintain records of their programs.

Estimates of Activity

Most of the health agency activity centers on broad public information. These programs are not identified as adult education in the NORC study. NORC figures show 280,000 in courses related to "physical fitness," 400,000 in courses related to "child care," and 390,000 in all other "personal development" courses.

C. H. William Ruhe of the American Medical Association estimates that 100,000 physicians participated in continuing education during 1965-66. Of these, 29,000 doctors took part in programs offered by hospitals, professional associations, and university extension divisions, while 71,000 took medical school courses.

Studies of Adult Education Activity

Volunteers for Learning, op. cit.

Sources of Information

American Cancer Society
The National Association for Mental Health
American Public Health Association
American Medical Association

Problems and Recommendations

1. Lack of health education information is a major barrier to the creation of effective national policies and programs.

2. It is proposed that USOE officials meet with representatives of the Public Health Service of HEW to discuss means of developing needed data. PHS representatives should also meet with voluntary associations to consider methods, and the Service should provide funds to compile data, initially on an experimental basis.

GROUP WORK AND WELFARE ORGANIZATIONS

Statistics on Adult Education Activity

No statistics are collected regularly by any central organization or agency, nor do individual national associations in specific fields such as child welfare, recreation, or settlement houses gather adult education data.

Estimates of Activity

There are no estimates of activities. NORC figures covering health education (670,000) may include adults participating in programs of group and social welfare agencies.

Studies of Adult Education Activity

No studies have been made or are in progress.

Sources of Information

The Family Service Association of America reported a very slight increase in member agencies offering family-life education programs—39% in 1955 and 40% in 1963. There are no enrollment figures.

The Child Study Association of America, although stating that it did conduct adult education, had no figures on participation in adult education programs.

The National Federation of Settlements has enrolled 815 persons in its professional training center in Chicago since its inception in 1961. All the 300 member settlement houses in 90 cities have adult education programs.

The National Recreation Association reported having some information on recreation and adult education activities in municipalities. It did not provide figures.

Problems and Recommendations

1. There is obviously a need for a social-welfare adult-education clearinghouse.

2. The existence of an effective clearinghouse would almost certainly promote joint planning, better use of resources, and better understanding. Lack of data makes it impossible for many social welfare agencies to know about programs available from local and national agencies for consumer, family life, and child education.

3. USOE should take the initiative in bringing together the Children's Bureau and the Welfare Administration of HEW, as well as OEO to discuss methods of establishing a clearinghouse and reporting services for public information and adult education activities in the group and social welfare field.

MUSEUMS, ART GALLERIES, ETC.

Statistics on Adult Education Activity

There are almost no current or past figures covering adult education activities in art, museums, music, and theater.

Estimates of Activity

The American Association of Museums has published a study called A Statistical Survey of Museums in the United States and Canada in 1962. Based on a sampling study of 600 museums in four major categories—art, science, history, and children's—adults participating in guided tours, lectures and/or classes numbered 4,549,252 in a single year. This is much greater than the 1,790,000 reported by NORC, possibly, because the NORC adult education definition was more stringent than that of the American Museum Association. The museum study also reported that 14,000 students were registered for college credit courses in museums, and 56,900 others were enrolled in museum-affiliated art schools.

Figures are not available for music and the theatre. Data covering membership in symphony associations, sales of records, numbers of persons taking Metropolitan Museum of Art, Book of the Month Club Art Series, and the development of new theatres indicate that participation has grown dramatically since World War II.

Studies of Adult Education Activity

University Adult Education in the Arts (published by CSLEA, 1961 and updated and republished in 1966).

Rockefeller Brothers Fund Report, The Performing Arts: Problems and Prospects, McGraw-Hill, 1965.

American Association of Museums, A Statistical Survey of Museums in the United States and Canada, 1962.

Report of the Commission on Humanities, American Council of Learned Societies, Council of Graduate Schools in the U. S., United Chapters of Phi Beta Kappa, 1964.

Sources of Information

The American Association of Museums
American National Theater and Academy

Arts Council of America
American Symphony Orchestra League

Ralph Burgard, Executive Director of the Arts Council of America, has reported that "Arts Council of America is currently investigating the possibilities of establishing a National Information Center of the Arts." This may be established as a completely independent private agency or as a quasi-government agency.

While the National Arts and Humanities Commission has yet to report its plans, it is probable that the Commission will compile data on continuing education in the arts and humanities.

Problems and Recommendations

1. Documentation of the impact of the U. S. "cultural explosion" must be compiled for effective planning.

2. Adult education remains secondary and nearly forgotten in the plans of the National Commission on Arts and Humanities. This newly created government agency and private foundations should develop programs for continuing education, as well as for the development of professionals and performers.

3. Education for the arts and humanities and data collection in this area should become a serious concern of the U. S. Office of Education, and long term plans should be devised, possibly through the National Advisory Council.

LIBRARIES

Statistics on Adult Education Activity

Libraries have not compiled statistical data on continuing education programs.

Estimates of Activity

Such reference works on adult education as the Handbook of Adult Education, the NORC study, and publications of the American Library Association give no estimates of participation in library-sponsored adult education. A questionnaire showed libraries most active in these subject areas: community development, public affairs, creative arts, and human relations, in that order. Recently, library programs in adult education touched the personal lives and book interests of all age groups. Much library activity in adult education involves co-sponsoring programs with such community groups as the League of Women Voters, PTA's, and American Association of University Women.

Studies of Adult Education Activity

The American Library Association, Adult Services Division, has been responsible for a number of one-time studies of adult education activities, as has the Library Services Division of the Bureau of Adult, Vocational, and Library Programs in the USOE.

Available studies include:

Adult Education in the Public Libraries, Helen Lyman Smith, op. cit.

"Adult Education in the Libraries," Grace T. Stevenson, Handbook of Adult Education, 1960.

"Recent Trends in Public Library Adult Services," Eleanor Phinney, ALA Bulletin, March 1963.

"Library Adult Education in Action," Eleanor Phinney, ALA Bulletin, 1956.

Sources of Information

The American Library Association, Adult Services Branch

The Division of Library Services and Educational Facilities, Bureau of Adult, Vocational, and Library Programs, U. S. Office of Education.

Problems and Recommendations

1. There are no statistics on adult education, and no plans for obtaining the necessary data. ALA appears to expect the Library Services Division of USOE to conduct a nationwide study. The Division—in part because of internal reorganization and limitations of staff—has been unable to obtain approval for the studies required.

2. Insufficient data complicates the problem of determining what aspects of adult education are now, and should be, undertaken by libraries, and how they should fit into an expanded national program of adult education. Adequate statistics must be obtained for formulating such plans.

3. It is recommended that the Bureau of Adult, Vocational, and Library Programs, together with the Research Bureau and the ALA, determine the data required.

CORRESPONDENCE EDUCATION

Statistics on Adult Education

Two sources of information covering enrollments and students are available:

1. The annual joint AUEC-NUEA report on correspondence education in universities and colleges.
2. The 1964 survey of the National Home Study Council.

Estimates of Activity

The number of persons involved in some form of correspondence education in the U. S. annually has been estimated at between one and three quarter million and four million, and the number is increasing.

Volunteers for Learning reported that 8.4% of all courses were by correspondence programs and that 1,750,000 studied in such programs.

AUEC-NUEA figures on registrations in member institutions showed 226,000 registrations in correspondence courses during 1964-1965.

Of these 151,143 were at the college level and 74,860 at the high school level. The survey of correspondence education of the National Home Study Council listed a student body of 4,347,000 in 1964.

Kind of Institution	Number of Schools Reporting	1964 Student Body
Private Home Study Schools	203	1,692,720
Federal and Military Schools	18	2,280,216
Colleges and Universities	41	247,349
Religious Schools	14	109,833
Business, Industry, Associations	11	16,956
		4,347,074

The National Home Study Council also reported that industry and associations held some 10,000 training contracts with accredited private home-study schools.

Within the Armed Forces, the U. S. Armed Forces Institute offers the major correspondence programs for all services.

Sources of Information

The AUEC-NUEA Joint Committee on Minimum Definitions and Standards, Chairman, Phillip Frandson, University of California, Los Angeles.

The National Home Study Council, 1601 18th Street, N.W., Washington, D. C., Hal V. Kelly, Director of Information.

A major Carnegie Corporation-financed study is now in progress under direction of Ossian McKenzie, Dean of the School of Business at Pennsylvania State University. Jointly sponsored by the American Council on Education and the National Association of Accreditation, this study is expected to give a comprehensive picture of correspondence education in the U. S. by 1967. The study will also update an earlier study of correspondence education, also financed by the Carnegie Corporation.

Problems and Recommendations

1. Need for developing good relations between commercial home study institutions and those in the universities and colleges.

2. Methods of accrediting correspondence schools and education, including the extent to which credit toward regular college degrees should be given, must be devised.

3. How correspondence study can more effectively utilize the new education media, such as programmed instruction and educational TV.

4. In view of the major study of correspondence education now under way, no recommendations for action by the USOE are proposed until this report has been completed and its recommendations analyzed.

MASS-MEDIA AND ADULT EDUCATION

Statistics on Adult Education Activity

No statistics are collected regularly by any central organization. Efforts to obtain information about the mass-media and adult education are focused primarily on television. Studies do not attempt to obtain figures about participation through AM or FM radio or newspapers.

Michigan State University's University of the Air, with the assistance of the chief State school officers and their national association, compiles a comprehensive annual "Compendium of Telecourses for Credit." This offers an up-to-date picture of sponsors and types of courses offered for credit.

Estimates of Adult Education Activity

The Michigan State University Compendium for 1960-61 includes listings from 175 universities, 233 colleges, 16 institutes, 21 junior colleges, 12 Boards of Education, 47 State departments of public instruction, 654 public school systems, plus some additional institutions of varying types. The report listed 1225 different institutions.

The report also listed the number of courses by subject matter areas and reported 1,561,375 students enrolled in credit telecourses. It estimated that 5,379,745 others used telecourses on a supplemental basis.

Because most students in these courses were probably regular undergraduate students rather than adults, figures do not really represent adult education data.

The NORC data reported in Volunteers for Learning showed an unexpectedly small number of students participating in TV adult education programs. According to the NORC data, only 1.5% of all courses were taken through TV. Translated, this means that about 290,000 persons studied in educational TV courses.

Specialists in education TV have questioned NORC figures. Henry Alter, Director of Utilization at National Educational Television, expressed his reservations in a letter to the New York Times:

> A person asked specifically what "courses" he took (as was the case in the NORC study) via television would not include in his answer the vast majority of general programming offered to the home viewer. The schedule (referring to ENDT in New York) consists of 14 times as much general programming as it does "courses," so that even if we assume the same audience for both types of programs the report's estimate of the national audience must be projected to 14 times 290,000 or 4,060,000. In actual fact, studies have shown repeatedly that the audiences for the cultural and information programs is many times that of the "courses," so that no meaningful estimate of the impact of educational television can be derived from the NORC study's findings.

Frederick Breitenfeld, Associate Director of Educational Television Stations (a division of National Association of Educational Broadcasters), wrote:

> Figures are virtually unavailable concerning the alliance between ETV and adult education. A large portion of the material broadcast by ETV stations for the home viewer is in the area of "cultural programming." Every time the local educational television station turns its camera away from the public school room or the local university class, it becomes involved in one way or another with adult education; a study of ETV's activity in adult education, then, would perhaps be a study of ETV itself.

If educational TV is defined as course participation, it will apply chiefly to youth. If the millions who view ETV for entertainment or general knowledge are included, it will be difficult to compile meaningful data.

Studies of Adult Education Activity

Individual studies of specific programs and projects have been completed, and considerable case-study and pilot program data are available. See also

Volunteers for Learning, op. cit.
Compendium of Telecourses for Credit, op. cit.

Sources of Information[2]

National Educational Television
National Association of Educational Broadcasters

Problems and Recommendations

1. Data on the extent, scope, involvement, and impact of mass media on education are lacking despite the obvious potential of TV as an educational medium.

2. Reports of the Metroplex Assembly Program in St. Louis, the Great Decisions Programs of the Foreign Policy Association, the New England Radio Network and its medical education program, and the new Articulated Instructional Media programs at the University of Wisconsin

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[2] This study was completed previous to the major Carnegie Foundation study of educational TV, Public TV: A Program for Action by J. R. Killian, Bantam, 1967.

provide some leads on the use of varied media, but these experiments are few and far between and have as yet not been widely adapted or modified for other areas. Information on present developments is inadequate. There is little carefully planned and imaginatively conceived experimentation in the use of varied mass-media for adult education programs.

3. The U. S. Office of Education should meet with representatives of the various mass-media, particularly radio and television. Plans should be made for joint evaluation of current adult education ventures and compiling of effective mass media adult education data. The newly formed Carnegie Commission on Educational TV and the USOE could undertake fruitful discussions as a beginning.

PRIVATE SCHOOLS AND PROPRIETARY ORGANIZATIONS

Statistics on Adult Education Activity

No statistics covering adult education programs of private and proprietary schools are regularly compiled.

Estimates of Activity

NORC reports that 7% of the adult education courses are given in private schools, with 1,120,000 persons attending in 1962. The report states further that most who attend seek occupational, vocational, recreational, or hobby education.

Writing in the Handbook of Adult Education, H. D. Hopkins, Executive Secretary of the Accrediting Commission for Business Schools, estimated that private business schools enroll some 600,000 students annually and graduate some 200,000 from certificate or diploma courses. Hopkins finds: "Proprietary schools constitute a very important element of the nation's education, reaching in their major divisions more than 5,000,000 adults annually." It is estimated that there are some 32,000 private and proprietary schools. Of these, about 8,000 fall into the proprietary school group.

Studies of Adult Education Activity

Volunteers for Learning, op. cit.

Handbook of Adult Education, op. cit.

The forthcoming "Classrooms" series study by Harold Clark, dealing with private and proprietary schools.

Sources of Information

Private correspondence school figures have been compiled by the National Home Study Council.

The Accrediting Commission for Business Schools, established to accredit schools meeting minimum criteria of the Commission, gathers data on business schools.

The Engineers Council for Professional Development handles the accreditation of proprietary technical schools and institutes. The National Council of Technical Schools includes a broader range of schools in this area. Some 30% of schools covered by the National Council are private.

Problems and Recommendations

1. Lack of exact figures of the participation in proprietary institutions education results in widely varying estimates of adult education in this sector. There is an urgent need for better data to assess realistically the impact of proprietary school programs, to determine accreditation needs, and to permit realistic assessment of their educational contribution.

2. It is proposed that the U. S. Office of Education, after consultation with experts, commission a study of the scope, nature, and effectiveness of proprietary school adult education.

PUBLISHERS

Brief mention must be made of the increasingly important role of publishing firms in adult education. Mere reference to advertisements in current journals suggests that publishers are offering an increasing variety of adult education programs in all fields.

Publishers are moving actively into basic literacy education, with major firms actively advertising and promoting "readers," reading-guides, instructor-manuals, and materials for literacy education. Undoubtedly the stimulus of funds available under the Adult Education Act of 1966 has been a major factor.

At the other end of the educational continuum, where no Federal funds are available, publishers are preparing and selling an increasing volume of study materials in the humanities and arts. Many of the nine million persons undertaking independent study obviously are purchasers of study and self-improvement programs now being offered by publishers.

Publishers are making available programmed instruction materials for classroom and self-study. These include programs in mathematics, rapid-reading, statistics, science, and other subject areas. The major problem is the lack of general information about the programs available and the nature and level of these programs.

So that methods for organizing information may be devised, it is proposed that the U. S. Office of Education meet with the American Book Publishers Council to discuss the possibility of working out a system for classifying and publicizing their adult education programs.

GENERAL SUMMARY AND RECOMMENDATIONS

Resumé of Status of Current Reports and Information

Careful examination of reports and statistics available from various sources of information concerning adult education in the thirteen non-government categories highlights their total inadequacy.

Other than AUEC and NUEA statistics covering university adult education, there is no procedure for compiling current and continuing reports on programs, enrollments, or activities for any of the 13 categories. None of the institutions concerned had conducted comprehensive base-line studies of participation in the recent past. In no category were plans being made to obtain current and continuing reports.

Inadequate definition of adult education resulted in an estimate total participation in all categories. This does not include figures for community colleges, labor voluntary associations, health and social welfare agencies, and publishing categories. Yet, the total is more than twice the 25 million figure reached in the NORC study.

A quick review suggests that only in the established educational institutions, in labor unions, in libraries, in correspondence education and, possibly, in museums, art galleries, and musical organizations might it be possible to obtain national figures on activity and participation through local reporting to the national bodies.

Direct Problems Stemming from Lack of Specific Information

> A major question to be raised is whether the need for and the value of a system for compiling current and continuing information and statistics on adult education activities in the different categories is worth the time, expense, and effort involved.

If the motivation for compiling data and statistics covering non-federal adult education were merely curiosity the answer would be negative. Compelling reasons to gather such data would include:

1. Development of a sound national policy. A realistic estimate of present programs and needs is required to identify gaps.

2. The need to center and allocate responsibility. This will require the locating of different kinds of adult education provided by the various sectors of American enterprise.

3. The need to establish effective counseling, guidance, and community referral. This will require sound information on the different programs available in the community. Until such information is available on a local and continuing basis, effective community-wide programs making maximum use of available resources cannot be planned.

4. The need to train educators more effectively. This cannot be achieved unless needs and the present number of practitioners are discovered.

5. The need to protect the consumer (the student). Firm information is required to describe, regulate, and possibly accredit private and proprietary school programs.

Indirect Need for Continuing Information

Current information is required to raise crucial policy questions to a level where they will be given adequate consideration. Based upon the limited picture of what is going on in adult education outside of the government, the following policy questions have already emerged:

1. Where does the responsibility for securing data and information

about non-governmental adult education activities lie: in the Federal Government or in the organizations, agencies, and associations which develop and conduct adult education programs?

2. In what measure should the Federal Government (through the U. S. Office of Education) suggest or determine the kinds of adult education to be carried on by the various educational institutions? Should the U. S. Office suggest programs that might be carried on most effectively by the elementary, the secondary school, the community college, and the university and allocate funds accordingly?

3. Since industry claims that it already is bearing the major share of responsibility for occupational training and education, to what extent should public schools and colleges offer vocational and technical training? What kinds of programs properly belong in the schools and what kinds should remain in the private industry?

4. Is the present practice of awarding prime education contracts to industry, as by the Job Corps, sound, and should it be continued and expanded?

5. Who should take the initiative for establishing community adult education information centers? Should such information centers be restricted to vocational training opportunities or should they cover all adult education activities? Should the proposal of the U. S. Chamber of Commerce be adopted or should a broader governmental program be developed?

6. What arrangements should be made to grant credits and degrees primarily on the basis of knowledge and through a national examination system, rather than solely on the basis of classroom attendance?

7. To what extent can churches become more effective in developing adult education programs relevant and useful to the poor?

8. To what extent can existing museums, art institutes, symphony associations, and theatre programs be related to the newly authorized Arts and Humanities Councils? How can the art education work of these unrelated groups be developed to provide a truly rounded program in all regions of the United States?

9. Is it possible to bring together the various voluntary health and

welfare associations in a balanced program of personal and family continuing education?

10. In view of the rapid increase in privately sponsored programs and plans for independent study, what kind of supervision or accreditation is required? To what extent can consumer protection comparable to pure food and drug labeling provisions be required for proprietary and private adult education offerings?

These are but a few of the policy and planning questions that have arisen. It is clear that additional, current, and accurate data is needed to deal with such questions.

Immediate Action

1. A special committee should be established by the Bureau of Adult, Vocational, and Library Programs and the Bureau of Research in the U. S. Office of Education to develop standard definitions and terminology for adult education. This will permit coordination and comparison of future data, making possible guidance for non-government agencies seeking adult education information.

2. The Division of Comprehensive and Vocational Education Research of the USOE Bureau of Research should join the Bureau of the Census to include questions regarding adult education participation in current census reports. This joint planning should look forward to the inclusion of questions in the 1970 decennial census. Planning should include representatives of NORC so that census data may be compared with that obtained in NORC's major study.

3. Representatives of established educational systems should meet as soon as possible to determine means for joint annual reports of adult education at the various school levels. Procedures developed for AUEC-NUEA joint reporting, together with other work already undertaken, may be used as a starting place. Although responsibility for reporting should probably be vested in the different education associations for the long run, USOE should make funds available to underwrite planning and development stages for such uniform reporting. Consultants for this project may be recruited from such sources as the joint NUEA-AUEC committee, the Registrars Association, and government personnel who have assisted in developing AUEC-NUEA reports.

4. Maximum use of existing clearinghouse services, such as those at CSLEA, NAPSE, and AEA as well as the National Adult Education Information Clearinghouse at Syracuse University, is recommended to prevent overlap. Planning should involve present clearinghouses and permit their expansion.

5. Planning should explore the feasibility of local community information centers or voluntary committees to compile and publicize information regarding available adult education programs.

Long-Range Action

Examination of means to establish an adequate national reporting system for non-federal adult education activity should be begun.

1. Discussions should be initiated between the Bureau of Adult, Vocational, and Library Programs and a small corps of qualified and imaginative consultants having experience in gathering adult education information. Discussions should look forward to the development of adequate methods for obtaining continuing information regarding non-federal adult education programs. As discussions point up methods, representatives of the organizations in the 13 categories identified as having concern with non-federal programs should be called upon to participate.

2. The consultants should be called upon to determine whether base line studies should be undertaken within the 13 categories. In this connection, consideration should be given to the advisability of updating 1951 studies authorized by the Fund for Adult Education. Data so obtained might be exceedingly useful in planning regular reporting services in the non-federal areas.

Implementation

Responsibility for establishing procedures, allocating funds, assembling consultants, and getting work under way and completed should be jointly shared by the Bureau of Research and the Bureau of Adult, Vocational, and Library Programs of the U. S. Office of Education. Specific plans should be prepared by the Bureaus and then presented to the National Advisory Council for Title I of the Higher Education Act of 1965, and possibly to the Inter-Agency Committee on Education. Authorization for implementation should originate within the Advisory Committee, while actual work should be carried out by USOE.

Reflecting this general change in outlook is the greater concern for adult education by the government and private industry. Both are making more funds available for programs.

Adult education has certainly not yet achieved full status at the educational table. Nonetheless, it is becoming an increasingly important part of the education scene.

Program

Practitioners have noted these important changes in program:

1. More programs are being developed specifically for adults, replacing the warmed-over versions of regular courses for youth.

2. There has been a marked increase in the number of non-credit courses offered by colleges, public schools, and through private industry during the past decade. The numbers and kinds of non-credit courses have increased greatly, and quality is much improved. Enrollments are rising rapidly.

3. There are many more liberal education courses, and the proportion of these courses has grown when measured against vocational, technical, and professional courses. This is true at both the higher education and public school levels.

4. There are signs of change in the way adults are permitted to work toward degrees. Credit for experience through examinations and/or interview boards is becoming accepted at some institutions. Recent programs of the Educational Testing Service, the College Entrance Examination Board (The College Level Examination Program), and the Proficiency Examinations in New York State will probably accelerate the trend toward credit for experience. New degree programs are making it possible for adults to work toward degrees through independent study and tutorials, requiring less time on campus.

5. There is a noticeable increase in programs for adult urban living, arts and cultural activities, human relations, and science information.

6. Programs designed to meet the needs of women are increasing rapidly. Some are for women reentering the labor market, others are for those interested in continuing organized education following marriage.

CHAPTER V

THE CHANGING FIELD OF ADULT EDUCATION: AREAS OF CONCERN

More than 70 individuals concerned with various aspects of adult education were interviewed and an equal number contacted through correspondence to determine the practitioners' view of current adult education thought. This chapter reviews reactions regarding changing directions. It seeks to summarize concerns and doubts, identify gaps, and bring together recommendations for action.

CURRENT CHANGES AND DIRECTIONS

Changes and directions noted here are based partly upon written responses of past presidents of adult education associations to questions regarding programs, faculty, student body, and organization. They are also based upon field interviews and recently published reports.

Climate and Milieu

Adult education—now more commonly called continuing education—is no longer considered primarily "remedial" in nature. "Continuing education" and "lifelong learning" are becoming more accepted as a way of life and as essential for personal and social development. Because of this change in concept, practitioners are raising their sights and becoming more secure.

The public is tending to associate adult education less with occupational education and more with the executives who go to the Aspen Institute, union members who enroll in liberal education courses at universities, women who return to Radcliffe for postgraduate liberal adult education, and the increasing number of freshmen legislators who take special courses to prepare for their work in State legislatures.

7. Programs for executives, other than purely technical and vocational, have multiplied since World War II, and quality has improved markedly.

8. Adult educators are becoming concerned with practical educational programs for the poor. More effective programs for fundamental literacy and basic education are emerging.

9. Some universities—especially the land-grant colleges—are becoming concerned with urban and state-wide economic problems, and the marshalling of varied disciplines for problem-solving is increasing.

Students

Many of those queried for this study commented on the higher educational levels among adult education students. Many universities report that the great majority of students in adult education non-credit courses have had some college background. Public schools offering programs in suburban areas also note that most students have had college backgrounds. Practitioners bear out the NORC finding indicating the higher the educational level of the individual, the more likely he will be to continue his educational development.

Faculty

The adult education faculty picture varies greatly. Very few higher education institutions have separate faculties for adult education. Most evening colleges seek to employ regular on-campus faculty for at least half of adult programs, although this is becoming more difficult with increasing pressure upon regular faculties to teach and publish. While more off-campus faculty from other schools, industry, and government is recruited, this is viewed as a "second best" answer.

Organization

1. There is no firm uniform institutional commitment to adult education on the part of either the colleges or public schools. While a few respondents found their institutions becoming more committed to adult education, others observed that such programs are being pushed off campus because of undergraduate and graduate pressures. Public land-grant institutions generally remain committed to their many extension and adult education programs. Private institutions show less commitment

except where adult programs pay their own way or produce added income.

2. State support for extension of publicly supported institutions has not been increased in proportion to rising needs for continuing education. Some States with major extension have reduced appropriations in recent years.

3. There is an accelerated movement to combine the organization, personnel, and programs of Cooperative and General Extension on a statewide basis. Some States, such as Missouri, Wisconsin, Nebraska, West Virginia, and Utah, have already established combined organizations. Almost all States are expected to develop combined programs over the next five years.

4. There appears to be an incipient move toward providing regular credit programs, formerly offered by universities and four-year colleges, in the junior and community colleges. This presently limited trend will probably accelerate during the coming decade.

5. College residential centers and other facilities are increasingly being developed for adult education activities. An up-to-date directory of continuing education centers entitled Studies and Training in Continuing Education was published by the University of Chicago in 1965. Centers vary from hotel-like facilities such as those at the University of Maryland to conference centers without residential facilities such as those at Wisconsin. Almost all universities and colleges having sizeable programs are planning residential centers where they do not already exist.

6. While business and voluntary association adult education programs are expanding rapidly, few are related to or coordinated with institutional programs.

7. Both institutions and adult educators are involving themselves in international adult education relationships, organizations, and programs. Two international organizations have been established at the public school and college level during the past two decades. Both the Adult Education Committee of the World Council of Teaching Professions and the International Congress of University Adult Education have hundreds of members. They have conducted both regional and world conferences.

AREAS OF CONCERN TO PRACTITIONERS

The following findings are based upon correspondence with 20 past presidents of key associations of practitioners and talks with other adult educators.

Need for More Financing

Half of those responding to the questionnaire considered financing a major problem. This concern was expressed in discussion of the need for greater State subsidy and fear that present subsidy levels will be reduced. Deans and directors of adult education in private institutions deplored the total lack of support and the demand that their programs operate at a profit although all other institution programs are subsidized. Public school adult education directors decried inequities in support among the States. This concern of the administrators and practitioners bears out the findings of NORC which show that inadequate financing is the major obstacle to adult education participation.

There was no uniformity in proposals for solution of the financial problem. Some respondents underlined the need for scholarships and loan programs for both part- and full-time students. Others proposed a basic subsidy from the universities or the right to retain some of the profit from adult education for risk capital. Most college adult educators emphasized the need for risk-capital for experimental purposes from universities, foundations, or government.

Shortage of Trained Personnel

The rapid expansion of adult education at the college and high school level has created a growing demand for administrators in university extension divisions, in evening colleges, in public schools, and more recently, in community colleges. The emphasis upon doctorates as a prerequisite for employment has further complicated this problem. Scores of jobs as adult education administrators are readily available, but the number of professionals graduated by the departments of adult education each year is insufficient to this need. Many now working toward advanced degrees in adult education are on leave from jobs in the field, adding further complexity to the problem.

The problem of full-time faculty recruitment for adult education programs is one facet of the shortage of personnel. Institutions are experiencing greater difficulty in enlisting regular on-campus faculty to teach in evening adult programs. Although some extension departments and evening colleges have successfully involved full professors and beginning instructors in the teaching of adults, most institutions report great difficulty in recruiting "regular" faculty for their adult education programs.

Fragmentation of the Field

Adult education practitioners are deeply concerned with fragmentation. There is no single organization to represent the entire field of adult education, and there is no effective communication among segments of the field. Past officers of present associations are especially concerned with the need for more effective means to represent the entire field. Because of fragmentation, there is no clear-cut public image of adult educators, there is no unified effort to win new legislation, there is no effective communication. Associations meet separately, sometimes compete for the same audience, and lack any clear sense of common direction.

Lack of Institutional Acceptance

University adult educators most commonly lack institutional acceptance. Some practitioners are concerned about the lack of genuine commitment to adult education and extension by the colleges, their presidents and boards of trustees.

Some feel that because of pressures for other teaching and research activities, adult education programs might be pushed off the campus. (While this concern has validity in many cases, adult education has been recognized as a major activity on other campuses. Missouri and Syracuse have appointed vice presidents for continuing education, and there now is a Chancellor for Extension at the University of Wisconsin. Positive steps on some campuses suggest possible patterns for other institutions.)

Lack of Leadership

A few respondents to letters and a number of persons interviewed viewed the lack of effective leadership as a major problem. These complain of a lack of dedicated professionals to provide leadership and direction in this fast expanding field. Adult educators who become disaffected and who accept other university or government assignments with greater monetary rewards and status are cited. While earlier leaders who died have been replaced by competent administrators, there is concern that there are few leaders now imbued with the deep sense of purpose that characterized their predecessors.

Federal Control

Excessive Federal control was not seen as a major problem, although there was some concern. Concern was expressed chiefly by those from institutions not yet involved in new Federal programs, and others who feared that major responsibility might be shifted from land-grant schools to other areas.

Other Concerns

Other matters of less major concern include: maintenance of high quality programs in the face of more programs and rising enrollments, inadequate attention to such programs as world affairs and civic education, support and scholarships for part-time students, lack of communication among different branches, lack of separate adult education campuses or facilities.

AREAS OF CONCERN TO THE PROFESSORS OF ADULT EDUCATION

Seventeen of thirty adult education professors replied to letters of inquiry. Letters dealt chiefly with professional development and need for improvements in this area. The following summarizes responses received from these educators, all of whom are members of the Commission of Professors of Adult Education of the AEA of the United States.

Present Programs Found Inadequate

All respondents agreed that present graduate programs in adult education are inadequate to meet current demands for professionals. Many pointed to the gap between requests they receive for personnel and available trained students. While there was disagreement concerning remedies, most respondents called for intensive training at the doctoral level. Some, but not the majority, called for training non-degreed practitioners. A few urged adult education courses for students majoring in such related fields as social work, health education, community organization, and the like.

Additional Programs Not Stressed

Fewer than half the respondents called for more programs in other institutions. Only a small minority expressed the view that more institutions must move into the field of adult education training, despite the inability of existing programs to meet needs. Respondents unanimously agreed, however, that there is a need for more non-credit workshops and institutes for practitioners now moving into the field, but only a small minority had plans to expand such activities.

Federal Support Subsidies

With but one exception, respondents agreed that Federal fellowship support for adult education graduate students is required. Several called for flexible "Study-Grant" assistance to practitioners already in the field, such as that supplied by the Fund for Adult Education from 1952 through 1960. There was fairly general agreement on the need for Federal support for workshops and institutes in a manner similar to that provided for other federally aided workshops. It was generally stressed that such grants are available in other areas and that students for short courses in adult education cannot readily be recruited without offering stipends.

Better Research

There was general agreement that there are not enough trained adult education researchers. While some respondents asked for greater Federal support to train researchers, several others noted that adequate use has not yet been made of existing research funds. This latter view is substantiated by figures collected in this study showing the lack of use of available Federal funds. (Chapter Two, p. 35.)

Other Commentary

Several respondents called for a White House Conference on Adult Education. (This was before the National Advisory Council was set up under Title I of the Higher Education Act of 1965.) Others underlined the need to strengthen the Division of Adult Education Programs of the U. S. Office of Education. A few emphasized the need for greater acceptance of the "continuity" concept in education.

NON-ADULT EDUCATOR REACTIONS

Few persons other than professionals seem concerned with adult education or identify themselves with it.

In view of this, an effort was made to communicate with leaders who are not practitioners but who have shown an interest in the field. Some fifteen responses were received from thirty letters to this group. Four or five others who did not write out full length responses suggested that they were sufficiently interested to talk about adult education and to make suggestions for improvement. The level and nature of the responses differed materially from practitioners' replies. Non-adult educators were less concerned about technical, organizational, and operational details and more interested in programs and content.

Needs for Innovation and New Institutional Forms

Greatest agreement among non-adult educators was upon need for innovation in programs and institutional forms. Because of their relevance, the views of seven respondents who cited such needs are quoted:

Senator Charles Percy, former President of Bell and Howell: "The greatest deficiency that seems to exist in American adult education is the lack of initiative and boldness in this field by our established universities. . . . It would seem that here is an area where foundations could best concentrate. . . . What must be aroused is the desire to fulfill this need as well as financial support."

Ralph Lowell, Chairman of Boston Safe Deposit and Trust Company and Chairman of the Lowell Foundation and Station WGBH: "I feel strongly that continuing adult education must be brought to boys and girls and to men and women at their own times and their homes rather than brought to them in courses elsewhere, however excellent, that require their attendance in the afternoons and evenings. It seems to me, therefore, that in the future there should be a much larger group, some combination of educational television and radio which could be subsidized with proper safeguards by the government."

Scott Buchanan, Vice President, Center for the Study of Democratic Institutions: "Cities will not accomplish their purposes until they make it their essential purpose to educate everybody . . . and this will not be done until the whole community understands itself as serving an educational end."

Harold Taylor, former President of Sarah Lawrence: "When you look at where the most pressing and fascinating educational needs exist you immediately find them in the 16- to 30-year-old poor in the big cities who were not born in time to get the benefit of a Head Start. The whole problem of indigenous leadership in the slums and the organization of the uneducated to fight for their rights is the center of the most neglected area of education. . . ."

Peter Drucker, Professor, New York University: "You are definitely tackling the central problem in American education. It is central first because it obviously is the greatest need and the greatest growth area. But it is central even more I think because we will have to restructure our whole educational system under the aspect of continuing education."

Alvin Johnson, President Emeritus, The New School for Social Research: "Because of the revolutionary expansion of political and cultural life we need something more than the haphazard operation of self-continuing education. . . . I myself am committed to the modest, compact, independent institution as the New School has been in fact."

Clark Kerr, President of the University of California, predicted, however, that the universities as now constituted are unlikely to concentrate on or develop required institutional forms. In President Kerr's view:

> . . . Our educational system has been thoroughly preoccupied, and indeed swamped, by the large and increasing numbers of students in the more traditional school-and-college-going years. This has preempted the attention and energies of most "thinkers" and "opinion-makers" in the field of education. . . . Though provision of instruction during the traditional years is now generally accepted as an obligation of society to the individual, this is by no means yet true of the adult years.

New Programs for Leisure

Three respondents cited the need for new, more imaginative, and greatly expanded continuing education programs to meet new leisure needs. Sound programs of liberal adult education for retirees, those now earning longer vacations, and for non-workers were seen essential to the needs of today's democratic society. Other respondents saw continuing education for leisure as an ongoing need. Some called for development of worthwhile volunteer community work opportunities for persons no longer in the labor force.

Independent Study and "Learning to Learn"

Still other respondents underlined the need to prepare children for a life of learning during early school years. These respondents stressed the need to nurture curiosity so that youth will search for education and the need to equip youth with skills for independent study.

Other Emphasis

Non-adult educators further stressed the need for vastly expanded programs of liberal and civil and social competence education, mixing youth and adults in the same programs for the benefit of both, more effective educational counseling and guidance to develop independent study, and caution to avoid overselling the pay-off and the so-called practical values of continuing education programs.

Although the number of persons consulted and the number of responses were small, the quality of the responses and the degree of interest and concern suggested that adult educators have not tapped non-adult educator resources sufficiently for advice and assistance. Almost all respondents viewed continuing education as a crucial and essential component of modern education. All indicated the desirability of continuing the dialogue.

SPECIAL PROBLEM AREAS: INNOVATION AND NEW TECHNOLOGY

Innovation and the possible development of new institutional forms have been briefly discussed in the section on Non-Adult Educator Reactions of this chapter. They are, however, so crucial and complicated that they will be discussed at greater length in this section. Adaptation and use of new educational technology in adult education were discussed by few of those interviewed in the field. They were not cited at all by practitioners or professionals. Nevertheless, technology adds new dimensions and potential to adult education.

Innovation and New Institutional Form

1. The Problem. Lack of financial support from the private foundations and virtually no risk capital from the Federal Government partly accounts for the poverty of experimentation and innovation in adult education. Compounding the problem is the expectation of educational institutions that adult education must pay its own way or even show a profit. Because of such factors, some highly creative innovators are leaving for other areas where innovation receives a warmer welcome. Despite the present inhospitable climate, a number of highly interesting, innovative, and experimental activities are taking place in universities, colleges, junior colleges, and in public schools. Where the colleges and universities are concerned, innovation tends to concentrate in institutions receiving major grants from the Fund for Adult Education, the Carnegie Corporation, and the Kellogg Foundation. Such grants appear to have supplied the "risk capital" needed elsewhere if innovation is to be encouraged.

In public schools and some colleges, availability of funds from the poverty and manpower programs, from the Peace Corps, and from Operation Head Start have stimulated some experimentation. But, by and large, adult educators are not highly involved in these programs and appear to lack understanding of new opportunities afforded for experimentation. While innovation by formal educational institutions is inhibited by inadequate funding, some industrial organizations, private publishing houses, and proprietary schools are blazing trails in experimental adult education activities. These developments, however, have not been fed back into the mainstream of adult education.

With Federal funds finally available for extension and community education programs, steps must be taken to ensure that they will, at least in part, be used for experimental and innovative programs.

2. Crucial Elements Necessary for Effective Innovation. These

are among the priority elements that are inherent in a national program of effective innovation:

a. Bold and Innovative National Planning. Adult education leadership must be teamed with leadership from other related fields to develop a national program of innovation and experimentation because of the lag that has been permitted to develop in the area.

b. Stimulation of Local Research, Experimentation and Demonstration Through a Limited Number of Well-financed and Adequately Staffed Local Centers. Regional experimental and demonstration centers should be funded, established, and closely related to Adult Education Research Centers. Such an arrangement should ensure that experimentation is related to research hypotheses and to the social needs which have been identified. They would also ensure that research projects and workers have ready access to centers where ideas and hypotheses may be tested.

   Experimental centers, while sponsored by universities, should involve agencies or organizations concerned with adult education in their local areas. From the outset, centers should include representatives from voluntary agencies, other local public, private, and Federal adult education programs, and from private industry concerned with new educational methods and techniques.

c. More Imaginative Use of Resident Faculty. Recent developments suggest that resident university faculties can be more effectively involved in adult education. The highly effective "Columbia Seminars," organized by Professor Frank Tennenbaum of Columbia University, have covered such crucial issues as manpower and higher education. A few key faculty members at Columbia, faculty members from other institutions, and other non-academic experts have engaged in continuing discussions leading to action proposals.

   The Columbia Seminar idea has been carried a step further by the newly organized Center for Education and Research in American Liberties, sponsored jointly by Columbia Law School and Teachers College. In addition to seminar programs, the Center is developing materials and introducing them into educational establishments and voluntary organizations for use in broad adult education programs. Similar formats could be developed at other institutions located in key areas.

d. Experimentation with New Institutional Forms. New adult education institutions and institutional forms must be developed locally to overcome institutional lags resulting from low faculty, financial, and other priorities. These must concentrate energies, staff, and resources on adult and continuing education as a top priority order of business. As already discussed, there is an overriding need to centralize resources for programs, counseling, and referral within at least one institution in the community. It is not proposed that only one institutional form be developed or that existing programs be overlooked, but rather that objectives of a national program shall include experimentation with several new institutional forms or combinations of present institutions.

A central Adult and Continuing Education Center (or knowledge and learning center) could be located in a separate branch of a university with its own faculty, facilities, and board of directors in one community; it might be a community college in a second community with adult and continuing education as its primary mission; it could be an outgrowth of a public school in a third; and, in still another, the program might be contracted out to a private research or educational institution.

Experimentation with organizational and institutional forms should be encouraged in the same way as program and method experimentation because of its importance to a successful national continuing education effort.

3. Urban Adult Education Institutions. Investigations conducted as part of this study reveal the need for three different kinds of interrelated urban educational institutions as part of a relevant, powerful, and accessible innovative continuing education program.

a. A community learning and knowledge center is required for central planning, counseling, clearinghouse, program development, information storage and retrieval, mass media programming, and as a research and evaluation base.

b. Neighborhood and suburban learning centers should be tied into community centers through technology such as telephone, tele-lecture, and two-way TV circuits and staff working relationships. Central city neighborhood centers should probably be tied to OEO sponsored local community action programs. The centers should be located outside the schools and serve to assemble and orchestrate existing programs, as well as to develop new programs. Suburban centers probably could operate as community learning center outposts with less modification of facilities, program, and approach than would be required in neighborhood learning centers.

c. Satellite residential centers should be employed for intensive learning experience where absence from the usual environment is desirable. Experience in Israel and elsewhere suggests that in centers where learning experience is carried on around the clock and for a relatively long and consecutive period results are highly positive. Such residential centers can also be used for special seminars and institutes in much the same manner as they are now used by universities.

The New Educational Technology

Too little use has been made of new technological developments by adult educators. Educators seem to fluctuate between the blind belief that the new technology will solve all problems and a firm prejudice against anything that affects face-to-face student-teacher relationships. Most adult educators appear to belong to the latter group, although technology should be of special value in adult education because of the heavy emphasis on independent study. Adult education, therefore, must be brought "into this generation" and begin to employ increasingly available techniques and methodology. This will require employment of the new technology for information storage and retrieval and more effective use of mass media.

Means must be found to store the great wealth of audio-visual materials (films, TV kinescopes and tapes, history tapes, records, books, pictures, etc.) in a central learning center where it may be made immediately available as required by individuals or groups of students or educators. Two-way radio and television communication methods must be developed and made available to larger community audiences for successful continuing education programs employing mass media.

Experiments have been conducted in the areas of mass media and information storage. Use of learning carrels in libraries, universities, and schools is growing. New devices are making possible tapings of other programs at reasonable cost. These devices and techniques are highly applicable. To date, however, almost all applications of new developments have been in areas other than adult education.

Use of telelecture in educational two-way TV and radio communication, such as those in use in the St. Louis Metroplex Assembly Program, demonstrates the scope of mass media potential. The immediate task is to find out what the new techniques are, how they have already been used, how they can be applied to adult and continuing education programs, and how to test them in experimental situations.

SUMMARY AND RECOMMENDATIONS

Major changes, directions, and problems that have been identified lead to the following observations:

The Positive Forces

1. The improved climate and milieu surrounding adult education.

2. Fluidity in the field, making it receptive to new and important changes and experiments.

3. The rising number and quality of non-credit adult education programs, especially those concerned with liberal adult education.

4. Limited but growing experimentation with new programs and program format, including the continuing education of women, urban education and urban affairs, human relations, science for the layman, and the arts and cultural areas.

5. Tentative but important moves toward the development of new degree programs especially for adults and the provision of credit toward a degree for experience gained outside the classroom.

6. Increasingly active moves toward the merging of general and cooperative extension services in various States.

7. Increasing concern by adult educators with the development of new and more effective programs in basic and fundamental literacy.

8. The growing interest and activity of private industry and of publishers in adult education.

9. New Federal legislation and grants for adult education.

10. The higher educational level of students involved in adult education activities.

The Problems

Major problems in adult education identified by this study as requiring attention include:

1. The still peripheral and expendable value placed on adult education by most educational institutions.

2. The lack of adequate financial support for experimentation, training, and education of professionals, and the general "pay-as-you-go" attitude of most educational administrators.

3. The problem of recruiting enough trained faculty to teach in adult education programs, and the growing difficulty of enlisting "regular" campus faculty for adult education.

4. The lack of active plans for programs to train enough adult educators to meet fast growing needs.

5. Fragmentation that interferes with effective communication prevents the development of a sound public image and impedes effective cooperation and experimentation.

6. The lack of sufficient leadership in the field and in the U. S. Office of Education.

7. The need to develop more and better adult education research, and to train researchers.

8. The lack of bold and pioneering experimentation and the need to develop institutional forms primarily concerned with and identified only as institutions of adult education.

9. Inadequate awareness of the new educational technology and lack of experimentation in its use for adult education.

Recommendations

New blood must be injected into adult education and outstanding educators retained. While many other steps must be taken, the development of plans to retain top-level thinkers and planners and to bring new and imaginative practitioners into adult education is of primary importance. The following steps are recommended to achieve this end and to help solve other problems identified:

1. Resource persons of the kind identified in this study should be used in future planning as consultants at the national, State, and local level, and for direct participation on committees.

2. Closer liaison with private industry practitioners should be established and such practitioners should be involved in future experimental and research activities.

3. Fellowships should be allocated from USOE sources, and adult educators and administrators should be kept informed of adult education graduate opportunities and institutes.

4. A special recruiting program should be initiated among returning Peace Corps volunteers, retiring armed services officers, and qualified retirees from business, industry, government, and voluntary organizations. This recruitment program should include qualified non-degreed professionals and others with special backgrounds of high value in adult and continuing education.

5. Private foundations should be urged to provide flexible study grants for practitioners in the field.

6. Use in greater measure scholars, scientists, and other experts now employed in the private sector and in government as faculty for adult education, and develop lend-lease arrangements with industry for potential teachers who would be listed on a roster.

7. The Columbia Seminars should be evaluated and similar programs encouraged at other universities.

8. A program of consultation with education technology experts in government, industry, and such organizations as the Educational Facilities Laboratories and the Educational Development Center should be developed to structure programs utilizing information storage and retrieval techniques and mass media.

9. Sponsor a study of adult education financing as a base from which specific financing plans should be developed.

10. Enlarge the staff of the Division of Adult Education Programs within the Bureau of Adult, Vocational, and Library Programs, including the recruitment of outstanding persons in the field who might serve on a one- or two-year basis, to provide essential program planning leadership.

With greater Federal activity and financial commitment, and the development of such national bodies as the National Advisory Council, leaders of the various associations will tend to band together for common interest. This will hopefully reduce fragmentation and provide an effective balance to the increasing leadership of the Office of Education in the area of adult education.

CHAPTER VI

RECOMMENDATIONS FOR ACTION

This final chapter lists needs, problems, and implications for action under ten headings and it offers specific proposals for action by the U. S. Office of Education to deal with these problems.

Many of the problems described in the preceding chapters can be solved by the practitioners and leaders in the field, and some suggestions for action have already been made. In this chapter the focus is primarily on needs and problems which require action at the Federal level.

BROAD CATEGORIES OF NEEDS AND ACTIONS

Problems requiring Federal solutions fall into four broad categories.

Mapping and Defining the Field

Because clarity is lacking, terms must first be defined so that national goals may be established and more realistic and up-to-date information on Federal and non-Federal involvement in adult education may be compiled. (Needs one, two, and three are in this category.)

Professionalizing the Field

More effective leadership and greater professionalization are obvious requirements for more effective adult education. These can be provided only through the establishment of significant and effective adult educator training programs and by stimulating research in the field. (Needs four and five are included among these.)

Program Development and Priorities

More imaginative and innovative program development must be stimulated, particularly in areas dealing with social and personal needs. To this end, priorities are required for investment of funds and personnel in the various program areas. (Needs six, seven, eight, and nine are in this category.)

Organization and Coordination

Finally, means must be created for more effective communication between departments and agencies working in adult education. Better coordination of effort and activity must also be developed. (This is need ten.)

SPECIFIC NEEDS AND RECOMMENDATIONS

Establishing National Goals

A clear statement of national adult education goals, establishing targets and programs, must be based upon full recognition of current social forces and trends.

1. Problem: Neither concerned Federal agencies nor the practitioners' associations have yet developed an acceptable comprehensive statement of national goals. Because of this lack, agreement on goals, actions, and responsibilities in the field has yet to be reached.

2. Recommendation: It is recommended that the National Advisory Council for Extension and Continuing Education, created under Title I of the Higher Education Act, shall give high priority to the development of such a comprehensive statement. To this end, it is suggested that the Council, through the U. S. Office of Education, shall convene a meeting of representatives of the national organizations, State departments of education, and regional and local groups to examine a preliminary statement which should be submitted by the U. S. Office of Education. The meeting should be chaired by a leading consultant experienced in developing educational objectives. This consultant should also be responsible for producing the report of this Ad-Hoc Committee. It is further proposed that the Interstate Compact on Education[1] should be involved in the process and that the endorsement of the Compact should be sought for goals established.

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[1] It is now known as the Education Commission of the States.

Defining Terms

An acceptable definition of "adult education" and related terms now in general use among adult educators is required for effective communication.

1. Problem: Organizations of adult educators now tend to define adult education in terms appropriate to their immediate clienteles and purposes. Considerable confusion exists over the advisability of describing current activity as "adult education" or "continuing education." In some cases, these terms are used to describe specific areas. In others, the terms are used alone or interchangeably to describe the entire field. Lack of better definition is discernible in the wide variation of reports and figures issued by the different groups to determine enrollments in the various programs.

2. Recommendation: A small subcommittee of the National Advisory Council should be set up to develop definitions consistent with current needs, or the Council as a whole should deal with this problem. Representatives of the U. S. Office of Education's research and statistical divisions, the Census Bureau, and possibly the Bureau of the Budget should participate in the sessions. After definitions have been drawn, they should be used by all Federal agencies following the issuance of regulations by the Inter-Agency Committee on Education. Major educational associations in the field should be requested to cooperate, both in developing standard terminology and in encouraging acceptance and use by practitioners. It is further suggested that regulations regarding submission of proposals and requests for Federal grants and contracts in the adult education area shall call for use of standard terminology. Because a sound, descriptive, and acceptable terminology is urgently required for effective communication and planning, it is recommended that immediate action shall be taken in this area.

Providing Adult Education Information and Statistics

There is an urgent need for sound, realistic, and continuing information and statistical data describing programs, availability of funds, and participation in Federal and non-Federal adult education.

1. Problem:

a. Federal Programs and Activities. As stressed elsewhere in this study, information covering Federal adult, continuing, and in-service education programs is not available from any central source. Often it is impossible to determine from a single source the activities of a given department. Because of this lack of central information, it is impossible to determine accurately the scope of Federal programs, the measure of overlap, the major gaps in present programs, and the amount of funds being expended. Faced with the inability to find out about existing Federal programs, interested organizations and individuals often cannot determine which of the many available programs best meet their needs. Because sound data is unavailable, Congressional committees lack adequate information upon which they may base new legislation.

b. Non-Federal Adult Education. Except from AUEC and NUEA institutions where annual figures on extension and evening college registrations are available from the registrars' offices, no regular procedure exists for compiling adult education enrollment figures in the non-Federal sector. There are no such arrangements even for the community colleges and the public schools. Industry expenditures for education and training are variously estimated at between five and fifteen billion annually. Except for a few studies of in-service programs and one on correspondence education, there are no figures covering the field. No available base-line figures exist, and no plans have been made to update existing data on a continuing basis.

2. Recommendation:

a. Federal Programs and Activities. Data already available should be used as the basis for a broad study covering all existing Federal adult education programs. This study should be made by the U. S. Office of Education for the National Advisory Council and Inter-Agency Committee. After the base-line study is complete, it should be kept current on an annual basis by USOE. An annual directory of Federal adult education programs should be issued for the use of interested associations and the public. This latter activity should be a continuing USOE responsibility.

b. Non-Federal Adult Education. Difficulties represented in this area are enormous. Nonetheless, it is proposed that representatives of the regular educational institutions—universities, colleges, community colleges, and public schools—shall be brought into conference with the USOE Research Bureau as quickly as possible to develop procedures for gathering minimum data in their areas, using as guidelines standard definitions of terms called for in Recommendation "Defining Terms" of this chapter. To expedite work, it is proposed that the joint reporting procedure of AUEC and NUEA be accepted as a starting point to develop plans for public school and community college reporting. Because this already is a priority research activity of the Division of Comprehensive and Vocational Education Research of the Bureau of Research, funds to initiate this project should be made available from that source.

Whether data covering other non-Federal adult education should be obtained directly by the Office of Education or whether it should be obtained through contract with a private research organization must be resolved after thorough consideration of data to be sought, frequency of collection, and method of collection. It is proposed that a competent consultant be employed by the Office of Education to prepare specific recommendations.

Development of such data should lead to annual publication of a Directory of Adult Education Activities in the United States on a national and/or a regional basis. This directory should be available at low cost, possibly as a commercially published paperback, to adults interested in seeking further educational opportunity. The directory should be prepared in such a form that it can be readily used by millions of such individuals.

The USOE Bureau of Research should work with a limited number of local communities to stimulate the publication of local adult education directories. It should also seek to involve such national associations as the Chamber of Commerce or the League of Women Voters in preparing local directories.

c. Overall Data on Participation. Data must also be obtained concerning those who participate in adult education programs. The adequacy of the base-line statistics of the NORC study together with that obtained in the 1957 special census study should be evaluated for possible use. Decisions are required to determine methods of compiling data, and this should include information relevant to problems and needs cited in this study, such as information regarding participation by socio-economic groups, programs offered by entrepreneurs, and other relevant data.

Professor Harry Miller submitted a working paper for this study that set forth a possible conceptual framework for examination of participation. This paper could be a starting point for establishing methods and procedures, and such use is recommended.

The Office of Education's Bureau of Research, the Census Bureau, and NORC personnel could jointly establish procedures. Work of the representatives of these agencies should not, however, hold up current discussions between the statistical section of USOE and Census concerning methods of securing adult education data. These ongoing conversations should lead to the inclusion of questions concerning adult education participation in the 1970 census.

Recruiting, Developing, and Training Personnel

More and better qualified personnel must be attracted into adult education; present and new personnel must be supplied with adequate knowledge, understanding, and skills for present and emerging tasks.

1. Problem: Because it has been largely undefined and peripheral, adult education has not been sufficiently successful in attracting highly qualified practitioners for the growing number of vacancies in the field. Few college graduates consider adult education a desirable career. Faculty members view adult education as a secondary activity. Administrators usually come from other areas. The thousands of volunteers have little or no training or preparation for adult education responsibilities.

Because of new Federal programs and greater public awareness of the need for continuing education, new emphasis must be given to more adequate training programs. Training must include preparation for the following specific tasks:

- Adult education administration
- Program planning and development
- Voluntary adult education leadership
- Subject matter consultants

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Graduate programs are especially needed in adult education administration, program planning, and development. Workshops and institutes are required to train voluntary education leaders and consultants in subject matter, with involvement in specific projects required for the latter training area.

2. Recommendation: The following recommendations are concerned with increasing the number of key professionals who will seek careers in adult education, creating opportunity for broader experience and upgrading for present administrators and program planners, and training great numbers of adult education leaders, organizers, teachers, and counselors now in the field or expected to enter in the near future.

a. Fellowship funds must be provided to accelerate training of key professionals. Because most of those now working in the field have family responsibilities, such fellowships require stipends of at least $8,000 per year plus tuition to attract qualified professionals.

It is recommended that USOE seek fellowship funds, and that a program shall be established at the MA and PhD levels. This full-time program of professional development should be carried out in cooperation with the Commission of Professors of Adult Education.

b. A bold and innovative program is required to provide special training and experience for adult educators not seeking advanced degrees.

Curricula must be developed for:

- Practitioners now working in cooperative extension who will move into general extension.
- Adult educators working in anti-poverty and community extension programs.
- Persons responsible for carrying out adult education in community colleges, public schools, private and proprietary organizations, labor, industry, and voluntary organizations.

The Office of Education alone is in a position to meet new needs in these areas. It must plan, organize, and finance such programs in much the same way as it carries out NDEA training programs for teachers, counselors, and other personnel.

The Office of Education should work with the NSF, Federal Extension Service, the OEO, employers of adult educators in industry, labor, private agencies, public schools, and community colleges. Efforts should be made to establish curricula for adult education administrators and teachers in much the same way that the Federal Extension Service is developing a curriculum for extension workers.

As curricula are developed in cooperation with representatives from employer, university, college, and other groups, funds must be provided to finance summer institutes and workshops with cooperating institutions. Curricula development should be underwritten in the same manner as with the various NDEA workshops and institutes.

c. Special traveling internships and study-grants are required for persons who assume key positions in OEO, adult education, community extension, and continuing education. Funds for travel and maintenance for a six-month period would permit these practitioners to study at outstanding adult education centers. This program should be planned and carried out by the Adult Education Branch of the U. S. Office of Education or contracted to a university, or to such organizations as CSLEA or the Adult Education Department of NEA.

d. In the long run, salaries, recognition, tenure, promotions, working conditions, and other job prerogatives are the most important factors in personnel development. To meet these needs, a special USOE study of job descriptions and requirements and salary levels in adult education is required without delay. This study should seek to define jobs and to suggest salary levels, sound promotion practice, and professional prerequisites. The study and resulting guidelines would be of major assistance in determining job content and level to adult education administrators and to others employing practitioners.

Developing a Sound Adult Education Research Program

Competent researchers from related fields must apply scientific methods to solve key problems adversely affecting the development of adult education. Research can proceed effectively only if the effort includes training of more adult education researchers and stimulation of effective research projects.

1. Problem: In his 1959 Overview of Adult Education Research, Dr. Edmund de S. Brunner pointed to the low level of adult education research. This research effort has been somewhat enlarged by activities of the professors of adult education and the establishment of the National Seminar of Adult Education Research. Nonetheless, research is still highly limited, and the number of qualified researchers remains small. Top researchers in such related fields as sociology, economics, psychology, and anthropology are, in general, still reluctant to apply their skills to key adult education programs.

2. Recommendation: A major research effort should be launched without delay. Funds should be obtained from the private as well as the public sector. Major components of such a program should include:

   a. Research Advisory Council: A research advisory council should be organized and chaired by a key behavioral science researcher, who would serve as a consultant to the U. S. Office of Education. The council would be comprised of researchers identified by the USOE Bureau of Research in consultation with the professional associations representing the disciplines concerned. Members of the council should be in a position to devote significant time to the work and be prepared to serve for a five-year period, or until an active research program is operational. The research council should serve as the research arm of the National Advisory Council and the Bureau of Adult, Vocational, and Library Programs of the U. S. Office of Education. The council would cooperate closely with the Comprehensive and Vocational Education Research Division of the Research Bureau.

   b. Identification of Priorities: Findings of this and earlier studies suggest that research is required in the following areas:

      (1) Involvement and motivation in adult education of the disadvantaged.

(2) Development of a conceptual framework for viewing and experimenting with the degree of involvement among different socio-economic groups.

(3) Means of obtaining acceptance of innovation in adult education.

(4) The sociology and psychology of adult education and learning.

(5) Experiences and developments in adult education at home and abroad.

(6) Adult development and adult education required to meet developmental problems.

Studies of adult education administration are required both to suggest better methods and to determine the present stage of development. In particular, there is an urgent need for studies and research on the financing of adult education.

The establishment of immediate and long-term priorities and the clarification of the areas of study should be the responsibility of the research advisory council. Regional subcouncils should be established and made responsible for work in each major area identified. The subcouncils should involve practitioners and others with experience in the disciplines covered by ongoing research. The subcouncils' responsibility would include further definition of research in their area, recruitment of research personnel, review of project proposals and ongoing projects, and the selection of individuals and institutions for grant purposes.

c. Full-time Fellowships: The research council should be responsible for the administration of a fellowship fund to develop full-time adult education research professionals. The council should establish fellowship terms and eligibility requirements. Funds should be sought both under the Cooperative Research Act and NDEA, and from private foundations interested in the promotion of adult education.

d. Attracting Personnel From Other Disciplines: Funds from Cooperative Research and other HEW research units should be specifically earmarked for the involvement of professionals from other disciplines in adult education research. The research council and its subcouncils should be responsible for obtaining such involvement.

e. Research and Development Centers: A number of R & D centers for adult education and learning should be established in key universities to house and provide focus for research identified through the council. Researchers from other universities should be made part of research teams operating within and from such centers. Special research developed in the centers might be subcontracted to other institutions of proven capability. Major emphasis, however, should be on the testing and application of hypotheses and designs of adult education. The research council and its subcouncils should be responsible for the establishment and funding of centers and projects.

f. Dissemination of Research Results: A clearinghouse, described under the following section, would be responsible for the dissemination of information on research results and experimental and developmental projects and programs. It is recommended that USOE shall develop a series of adult education research monographs together with an annual survey and analysis similar to the Annual Survey of Research of the Federal Extension Service. Research publications and reports should include description of relevant research carried out in other Federal, State, and local agencies, in foreign nations, in the R & D centers, in universities, and in other non-governmental organizations.

Use of Relevant Experiences in Planning

Consideration of relevant past and current experiences and programs at home and abroad is essential to the development of new and broader adult education programs.

1. Problem: There is danger that the greater availability of funds for community extension to combat poverty and other programs having important adult education components will lead to uncoordinated development of piecemeal and unrelated programs which take small note of past experience. Unless germane experiences are adequately reviewed, little will be

gained from past knowledge, and further needless duplication and fragmentation will not be avoided.

2. Recommendation:

a. The Federal Extension Service experience should be examined. The cooperative extension program has been the most successful nationwide adult education program in the Nation's history, and it is still the largest. A comprehensive study of its experiences would suggest those elements that can and should be transferred to activities developed under Title I of the Higher Education Act. The study should also review the pattern of relationships being developed between the cooperative and general extension programs in Missouri, Wisconsin, West Virginia, and other States. The study should be a joint venture of USOE Bureau of Research and the Research and Training Division of the Federal Extension Service, but it should be closely integrated with other relevant studies that have been proposed outside the Federal framework.

b. Findings and recommendations of the President's Panel on Vocational Education should be reviewed to determine whether updating is required. There is a need to determine how vocational and adult education can be better integrated under subsequent legislation and new developments. The USOE Bureau of Research can best undertake this task.

c. Relevant experiences in other nations should be reviewed. Experiences in Israel in residential basic literacy education, Scandinavian experiences in meeting the educational needs of young adults, part-time college programs and correspondence education experiences within the Soviet bloc—all may be relevant to adult education needs at home, particularly for the education of the disadvantaged. It is suggested that qualified researchers be called upon to submit relevant proposals to the USOE Bureau of Research and to the Cooperative Research Program for study grants.

d. A central clearinghouse of information must be created by the USOE to bring together in one place past and current information on extension and continuing education in the United States and abroad. This clearinghouse should service other governmental and nongovernmental agencies. It should maintain current and thorough information about ongoing programs and projects. To the greatest possible extent, it should maintain relevant material in its own files, while providing reference and referral to other sources of information and materials.

It may be desirable to use or coordinate within it on a referral basis the clearinghouse activities of the Syracuse University Library Center, those maintained by NAPSE and CSLEA, and those of UNESCO, or to set up a special ERIC center for adult education.

The clearinghouse arrangement should be developed as an increasingly significant resource for program planning and development for all adult education. The center should be a resource for adult education research. A regular clearinghouse newsletter reporting new and significant programs and research and evaluation studies of continuing and adult education is recommended. The clearinghouse should be closely associated with ERIC, the new USOE Education Research Information Center.

Stimulating Planned and Imaginative Innovation and Experimentation

Bold experimentation and innovation in adult education must be relevant to the key social needs of the Nation. Such experimentation must build upon existing experimental programs.

1. Problem: Experimentation can more readily be carried out in adult education than in other educational areas, because adult education is relatively peripheral and less tradition-bound than conventional undergraduate and graduate education. However, experimentation has been limited to a relatively few institutions, and it has involved only a few kinds of activities and programs. As pointed out earlier, experimentation has been inhibited by a shortage of "risk capital" and imaginative personnel. The demand for concentration upon tried and tested money-making adult education activities has also served to inhibit departures from known areas.

2. Recommendation:

a. National Program and Planning Committee: A national program and planning committee should be established by the National Advisory Council through the facilities of the Office of Education. This committee should be made up of imaginative and creative planners now working in adult education and creative thinkers from related areas.

The program and planning committee would assist in the formulation of regulations covering State plans under Title I of the Higher Education Act of 1965 designed to encourage experimentation. It would also be called upon to suggest areas for fruitful innovation and to propose guidelines for planning at the local level. The committee could also help to identify emerging social needs and experimental programs designed to meet these needs.

b. Local Experimental Centers. Combined experimental, research, and development centers should be established in designated localities. Funds proposed for adult R & D centers in the section entitled "Developing a Sound Adult Education Research Program," of this chapter, could be used for these purposes and in situations where effective innovation can be combined with scientific research and evaluation.

While Title I provides no funds for these purposes, it should be possible to pool cooperative research money with that allocated to the States under Title I, OEO funds, FES funds, and other Federal money. The experimental centers could use personnel and obtain support from other Federal agencies concerned with adult education. It may also be able to obtain support for such centers from private foundations concerned with innovation in adult education, and, possibly, from industry.

After preliminary plans for such centers have been developed, a special meeting should be called to bring together persons able to lend support and advance ideas. Such centers must be developed without delay if effective innovation and experimentation is to be stimulated with new funds now available for adult education.

c. Local Planning and Program Committees. While there must be maximum encouragement of local program development, particularly in communities where combined R & D centers are established, means must also be found to provide assistance and insure meaningful creativity. To this end, it is recommended that local planning committees shall be established in much the same way as proposed for the national planning committee. Joint membership on the local committees and the national committee should be encouraged for continuity between local and national planning. Local planning committees should include innovative adult educators, representatives of Federal, State, and local agencies, representatives of the Educational Services Institute and the Educational Facilities Laboratory, and representatives from industry and research organizations.

Application of New Educational Technology

New educational methods, technology, and media must be tested for use in adult education. The objective must be to determine how such technology can improve, diversify, disseminate more widely, and make a "more powerful" adult education experience.

1. Problem: There is a need to determine what technologies are already being applied to adult education, and what technology now available or in the developmental stage can be applied. Experimental programs are required to test means by which new developments can be used to increase participation while improving the quality of adult education. The mass media offer means of increasing participation in particular programs dealing with civic and social competence; experimentation in this area is especially desirable.

2. Recommendation: At least one of the combined R & D centers should place special emphasis upon testing and application of education technologies, including uses of the mass media. The section of this chapter entitled "Developing a Sound Adult Education Research Program" suggested the need for regional research subcouncils. One such subcouncil should be concerned chiefly with educational technology, and its members should be chosen from industry, as well as education.

It is recommended that this research group shall be concerned with two interrelated, although different problems: the application of storage and retrieval systems to the enrichment of educational resources available to individual and group adult students; the application of mass media to broader and improved dissemination of adult education.

Funds for this experimentation and demonstration in educational technology can be obtained from such sources as NDEA allocations for new media and industry interested in educational technology.

Industry may be willing to lend or otherwise make available hardware as well as research personnel for the planning and implementation of programs. It is also suggested that the special research subcouncil shall work closely with education television stations, the National Association of Radio Broadcasters, and National Educational Television.

Priorities for Program Development and Experimentation

Adult education experiments most required must be identified. Those giving greatest promise of success and which build upon past and present experience and upon already ongoing experiments must be given maximum encouragement.

1. Problem: A listing of priorities for experimentation is essential because of the broad range of possible experimental opportunities. Lack of priorities could result in the ignoring of past experience, failure to expand present worthwhile experiments, failure to recognize important trends and inability to diversify experimental efforts effectively. A major problem involves effective coordination of local innovation and experimentation with a national program so that top priority experimental areas are included within local designs.

2. Recommendation: The national program and planning committee, suggested under the section entitled "Stimulating Planned and Imaginative Innovation and Experimentation" of this chapter, should be mandated to establish guidelines for experimental centers to insure a broad range of experimentation covering areas of need. These guidelines should include recommendations for allocation of funds available under Title I of the Higher Education Act of 1965. The following is proposed as a partial listing of top priority areas:

a. Development of more appropriate programs and methods for involving members of disadvantaged and lower-income groups in relevant continuing education.

b. Development of effective education programs for civic and social competence so that the quality of such vitally important adult education programs may be improved and the programs made widely available.

c. Further experimentation in continuing education for women of all age and socio-economic levels.

d. Modification of methods, procedures, and institutional and governmental regulations so that adults may obtain credit toward baccalaureate degrees for learning experiences gained outside the classroom and to permit independent study and tutorial work for degree achievement.

e. Counseling individuals and groups in planning and carrying out adult education programs, including the use of counselor-tutors to assist in planning and implementing independent study.

f. Bringing together practitioners at all levels of education from pre-school through continuing education to develop continuing and integrated education seeking to give reality to the idea that lifelong learning is essential and that it is possible to develop the necessary attitudes, understanding, and skills among teachers and students.

g. Creation of arts education linking performing arts organizations, museums, and other community cultural facilities with institutions of higher education in a cooperative program seeking to enlarge audiences and appreciation.

h. Developing new kinds of people's colleges through the experimental centers, with departments and curricula based upon adult needs rather than subject matter alone. The resulting education for metropolitan living would seek to link the growing number of professionals working in the area of urban life with those living in the urban complex. Resources available from all community and national adult education programs would be concentrated within such colleges.

i. International education and world affairs programs providing greater understanding of crucial problems. These programs should involve experimentation by such groups as the Foreign Policy Association, through links with the International Education Program enacted by the 89th Congress.

j. Science education for laymen to broaden popular understanding of the nature and implications of new discovery.

While this list is incomplete, it reflects the program areas of major importance identified in this study. Examination of priority areas reveals the need for experimentation to develop programs designed for adults and meeting adult needs and interests. Examination further reveals the need to move beyond this into areas of broad social need with programs readily accessible to all groups within the social structure.

Cooperation among Agencies and Coordination of Adult Education within the Government

The forces, ideas, and resources of different government departments and agencies must be marshalled to plan and implement their adult education activities and to provide information concerning them.

1. Problem: House and Senate committees concerned with education have repeatedly pointed to the many federally supported adult education programs separately carried out by different departments and agencies. These programs sometimes overlap, compete, and duplicate, and few complement others.

As noted earlier, this situation results partly from a lack of information within the Federal Government. Inadequate communication results in conflicting and overlapping proposals for legislation from the different departments. Further adverse impact is evident in confusion in the field, ignorance about available Federal programs, waste, and continuation of dated programs. Failure of one department to use experience gained by another in developing new or related programs results in needless continuation of errors and other inefficiency.

Confusion results from the location of long-term educational programs in temporary and emergency agencies. Compounding such confusion is the sharing of responsibility for a single program by several departments or agencies, as is the case with Manpower Development and Training and some OEO educational components.

2. Recommendation: It is neither feasible nor desirable to centralize all adult education programs within a single department. This would, in fact, be contrary to policy enunciated in the Hoover Commission Report on Governmental Organization which recommends that each depart-

ment shall carry on those educational and training programs essential to its mission. In any case, such centralization would be administratively and politically impossible to achieve.

Nevertheless, it is recommended that the following step shall be taken, using the mechanisms of the Title I National Advisory Council and the Inter-Agency Committee on Education:

Establish an Inter-Agency Committee on Adult Education. This committee would include active representation at the bureau chief level or above from all departments officially represented on the National Advisory Council and other departments and agencies having a major interest in adult education. The committee should have the following responsibilities:

a. To participate in development of national adult education goals.

b. To establish machinery for standard and continual reporting on adult education in Federal departments and agencies.

c. To cooperate with the National Program and Planning Committee proposed in the section of this chapter entitled "Stimulating Planned and Imaginative Innovation and Experimentation" in establishing program priorities and experiments to implement national goals. The committee would also seek to relate Federal and local programs so that there is minimum overlap and maximum complementing by the two levels. In this connection, the committee should seek to determine how Federal funds allocated to different departments can be pooled for greatest value in experimentation, research, and implementation at the local level.

d. To review proposed adult education legislation before it is submitted to Congress by the departments or agencies in order to eliminate overlap and duplication.

e. To prepare studies and recommendations to overcome special problems of integration and cooperation such as: combining general and cooperative extension at the State level; combining OEO, Technical Facilities Act, and Title I (HEA) funds for greatest impact at the local level; combining research facilities and activities to meet priorities; publication of joint information regarding adult education programs and facilities.

f. To promote other essential cooperation and to examine special problems as required to achieve stated national adult education goals.

It is not within the scope of this chapter to deal directly with cooperative or joint planning at the State level, or with cooperation among non-governmental organizations or associations concerned with adult education. Some suggestions have, however, already been made in previous chapters.

In conclusion we can only repeat that the climate is supportive, the legislation is on the books, the need is great, and the opportunity for imaginative and constructive action exists. The extent to which these favorable auspices are translated into a sound and innovative program of lifelong learning for individual and social development in the United States during the next decade depends to a great extent on the leadership provided and the courage shown by the U. S. Office of Education in the forthcoming years.

POSTSCRIPT

A review of the contents of the foregoing study early in 1968 suggests that most of the material contained in it applies just as forcefully in 1968 as it did in 1966, when the study was conducted.

The amount of participation in adult education has undoubtedly been increasing yearly. If we use the Johnstone and Rivera study of 1962 and 1963 as a base, even a conservative estimate would show that by now there are at least thirty million adults involved in adult education programs. It is unlikely, however, that the nature of participation, the kinds of institutions providing adult education, or the kinds of programs in operation have changed substantially. Adult education participation is still focused primarily on the middle class and upper middle class groups in our society, and programs in the civic, social, and self-realization areas still fall way behind those in the vocational and family development areas.

The emergence of the Adult Basic Education program and its inclusion as an integral part of the Elementary and Secondary School Act has, however, been an important and significant development since the foregoing report was written. The fact that this program has been assigned fifty million dollars for the fiscal year 1967-68 shows an awakening to the need for literacy education in the United States. It also indicates recognition of at least one important adult education activity as relevant to current social needs.

With respect to the professionalization of the field, there have been no major changes, but a few limited and encouraging developments. The fact that the Ad Hoc Committee of Adult Education Organizations has become a continuing committee (and abandoned the phrase "ad hoc") provides some hope for continuing liaison between the various adult education associations. The establishment of a Committee on Adult Education in the Association of Junior Colleges also suggests that in the future there may be more concentrated attention and activity by community colleges in the area of continuing education and community service. The appointment of a Committee on Continuing Higher Education under the aegis of the Commission on Academic Affairs of the American Council on Education is another indication of the fact that this key organization in the field of higher education has recognized the importance and potential of continuing education.

Another hopeful sign that the organizations are willing to get together, at least on an occasional basis, is the agreement of the major associations of adult education to cooperate on a Galaxy Conference on Adult Education in 1969 (at which time all of the major associations will hold their individual meetings in Washington and will participate jointly in several meetings). Increasing membership in the two university adult education associations, the AUEC and the NUEA, the opening of their membership to community college personnel, and the strengthening of the national office of NUEA are additional indications of the increasing strength and activity of these associations. The National Association of Public School Adult Educators played a major and significant role both in supporting legislation for Adult Basic Education and in seeing to it that the legislation was effectively implemented. The Commission of Professors of Adult Education continues to be an increasingly active and important vehicle for providing communication among those responsible for the education of the professionals. In addition, a number of new certificate and diploma programs for training the increasing number of adult educators involved in poverty and community programs have been established.

Some potentially important steps have been taken on the legislative front since the study was completed. Passage of the International Education Act in 1966 makes possible important developments in the field of comparative and international education. Immediate action has, however, been nipped in the bud, since no appropriations have been made during the past two sessions of Congress to support activities or programs authorized by the bill. Publication of the Carnegie Report on Public Television and the subsequent passage of the act authorizing a public broadcasting corporation hold out exciting prospects for the use of new media in continuing education, providing that adult educators see the relevance of the new corporation and develop methods for working with it. (No adult educator is represented in the corporation.)

Also of importance to adult educators is the passage of the Educational Professions Act in 1967, appropriating funds for fellowships and support for persons involved in training and continuing education in the professions. All of these legislative acts provide the authority for activity but the extent to which adequate financing develops and the degree to which adult education and adult educators utilize these acts depends to a great extent on the imagination and energy of the adult educators themselves.

In the area of research in adult education, the annual increase in attendance and participation in the National Seminar of Adult Education Research (approximately a 50 per cent increase in attendance for each of the past three years) and the variety and quality of papers presented at the seminars suggest that research in the field is improving noticeably. At the same time, the emergence of Adult Education, a truly professional journal with a clear focus on reporting research developments, provides additional stimulation for improvement of adult education research. The establishment of the Educational Resources Information Center at Syracuse University in 1967 is another key factor in providing improved facilities for information about research and programming in adult education and is concrete proof of the fact that the U. S. Office of Education realizes the importance of adult education along with elementary and secondary education, administration, higher education, and community colleges.

Few changes have occurred in the gathering of adequate figures and statistics about ongoing adult education programs or about Federal funds available. The Adult Education Association performed a most useful service in the publication of the Directory of Federal Support for Adult Education in 1966, thus, for the first time, making generally available to the field current information about Federal programs concerned with adult education. Unfortunately, however, no steps have been taken within the Federal Government (outside of another study of such programs carried out for the National Advisory Committee) to ensure that this information is gathered on a continuing basis or is made available to the field on a continuing and current basis. As far as can be discerned, no steps have been taken to secure either base-line data or continuing information about adult education activities carried on outside of the Government (although one excellent overview of industrial programs in adult education has appeared since 1966: Sally J. Oleon's Changing Patterns in Continuing Education for Business (Brookline, Mass.: CSLEA, 1967).

Reviewing the material on the changing field of adult education, we note here also that there seem to be few evidences that the picture has changed in any important respect. The problems identified in the body of the report (Chapter V) seem to be very much the same in 1968 as they were in 1966.

A few of the recommendations contained in the final chapter of the original report have been implemented: the ERIC Clearinghouse has been established; a report on Federal activities has been published; there has been some increase in research projects; and the National Advisory Council on Extension and Continuing Education, established under Title One of the Higher Education Act of 1965, has met and has commissioned some internal studies. By and large, however, little action has been taken with regard to the recommendations with respect to mapping and defining the field, professionalizing the field, program development and priorities, and internal coordination and organization. Most of the recommendations apply in 1968 as much as they did in 1966.

When the initial report was written, the author reported that the climate for expansion, innovation, and professional development in the field of adult education was highly favorable and supportive. More funds for adult education were available in 1966 than ever before. More people were becoming interested in the field, and there were positive signs of growth and innovation.

Whether adult educators made the most of the favorable climate that existed in 1966 is a very real question, and whether their climate is still as positive now as in 1966 is also subject to some doubt. Since that time there has been no increase in the allocation of funds for community service and extension activities under Title One of the Higher Education Act. After a brief expansion in the staff of the Adult Education Programs section of the Bureau of Adult, Vocational, and Library Programs of the U. S. Office of Education and the injection of new blood into the department in 1966, the situation seems to have deteriorated to the point where the top job remained vacant for five months and the anticipated revitalization of adult education activities in the U. S. Office appears to have been temporarily suspended. Any recent manifestations of interest at the top Federal level in adult education or any discernible evidences of activity within the U. S. Office, if they do exist, are not generally noticeable. The private foundations, although increasingly concerned with inner city, minority, and race relations problems, have not been in the forefront of support for adult education during the period since 1966. If anything, private foundations' support for adult education has decreased.

Whereas in 1966 it seemed that the field of adult education could look to the Federal Government for leadership, additional financing, stimulation of creativity, and general support, in 1968 it appears that such stimulation and leadership must come from within the field itself. The changed climate in government stems to some extent, of course, from the rapidly growing financial requirements of carrying on the war in Vietnam and from the increasing and justifiable preoccupation with the racial problems in the cities. The shift in private foundation attitudes is also, to some extent, a reflection of their growing involvement in and concern about the problem of urban areas.

Adult educators, in 1968, are clearly in the position where they must make a better case for the relevance of adult and continuing education to the crucial social and individual problems confronting the United States at this time. The need for injecting new ideas, new personnel, new methods, and a dynamic sense of purpose and national goals, mentioned in this report is, if anything, heightened now. The future of adult and continuing education and the extent to which adult educators will play a crucial role in the life of the country are clearly dependent upon the professional adult educators themselves. If we are able to come forth with important, relevant, dynamic, and creative programs which address themselves to the basic needs and problems of society and the individual today, the field of adult education will assume its justifiable role of leadership in society. If we are unwilling to provide such leadership and to develop new methods, new programs, and new institutional forms, we will probably continue to be an ancillary and peripheral component in the individual and social development of the country. The climate is now less propitious than it was in 1966, but the problems are even greater and the challenge even more demanding.

ERIC Clearinghouse
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on Adult Education